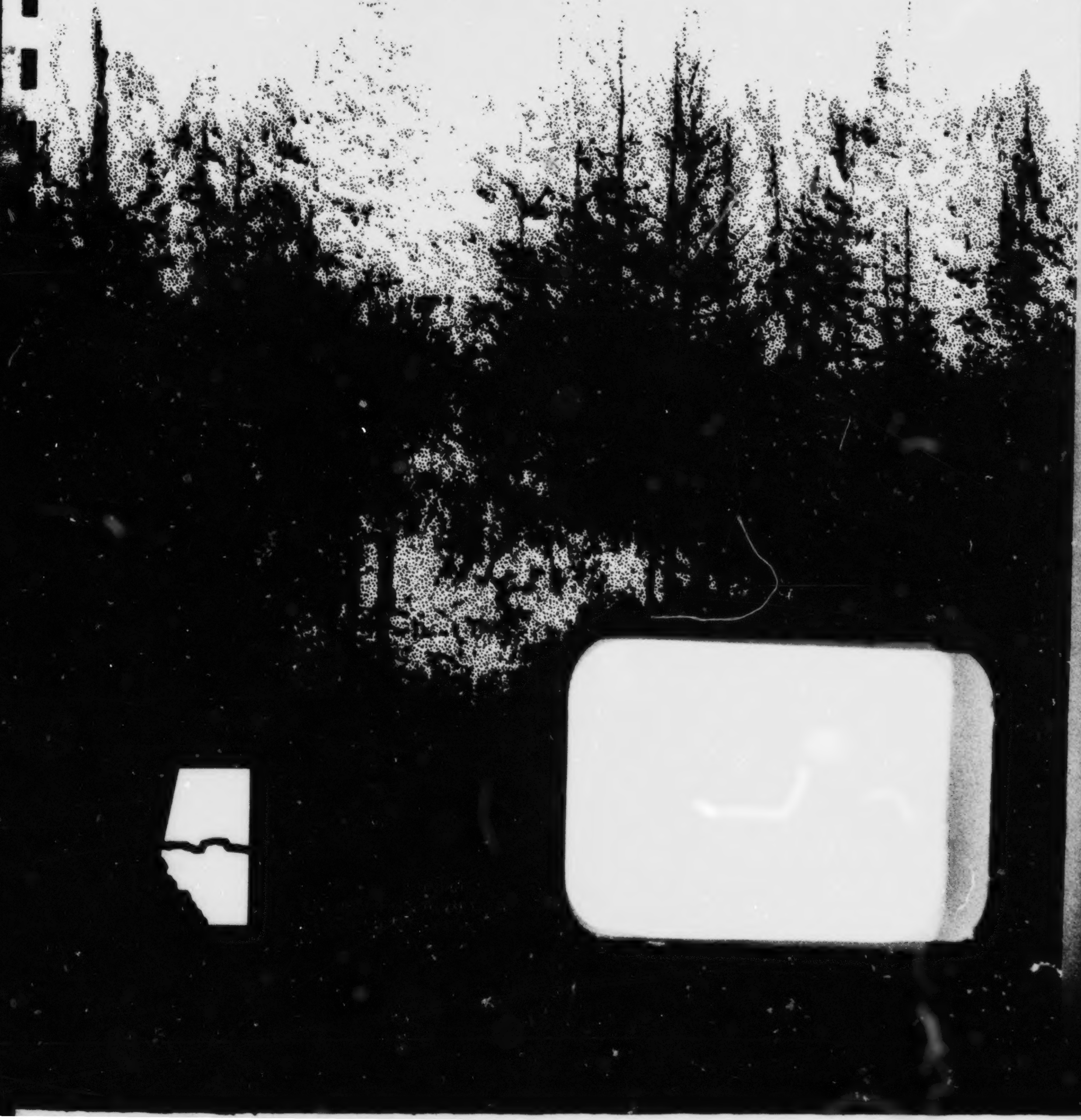
Research Report



SUMMARIES OF RESEARCH REPORTS

VOLUME II

1980 - 1982

NORTHERN DEVELOPMENT BRANCH

PEACE RIVER, MAY, 1984

INTRODUCTION

VOLUME II: 1980 - 1982

Since its re-organization in 1973, the Northern Alberta Development Council has been developing avenues of communication for the people of the region to express their ideas and concerns regarding development of the North. In addition to public meetings and major conferences, the Council attempts to achieve its objective of providing advice to the Provincial Government by carrying out relevant, practically orientated research.

During the years 1980-82, the Council sponsored or co-sponsored some twenty-three studies examining a wide variety of topics. The following pages contain summaries of all the studies completed during that three-year time period. Attention has been given to including bibliographic details of each report on the individual summary title pages. However, it must be emphasized that the summaries have been written by staff members of the Northern Development Branch. In many cases, this has been done without the benefit of comments from the respective authors. Any errors or misrepresentations of details of these research projects are therefore the responsibility of the Branch.

Putting so many summaries together in one volume certainly has its limitations. It may seem tough reading and disjointed to some readers. Unfortunately, most summaries do not capture the context and the dynamism that are often present in the complete reports. It is difficult to explain why so many diverse topics are covered without elaborating on how the NADC gets involved in sponsoring research.

Briefly, each project has its own unique history. Some originated in briefs submitted by members of the public to the NADC, especially during the Council's public meeting held monthly or bi-monthly in different places throughout northern Alberta. Others evolved from the recommendations of seminars and conferences sponsored by the NADC, or from a combination of these recommendations and specific requests in public briefs. Still others came about following resolutions adopted by the NADC after several months of meetings and discussions on a particular topic. Finally, research projects sponsored by the Council are often a reflection of the councillor's joint goals and priorities for northern development.

Some additional points which may assist the reader are:

- The NADC is inclined toward action-oriented and problem-oriented research. For the Council, research is not an end in itself, but a means by which application of social and natural sciences can assist in the task of promoting improvements in the quality of life for northern Albertans.

- The decision to use external consultants as opposed to in-house research capabilities is related to the purpose of the project and the time constraints of the Council's support staff (the Northern Development Branch).

- The basic aims of the NADC include the encouragement of closer working relationships between departments of the Alberta Government and an ongoing practice of consultation between these departments and northern communities.

- The NADC believes very strongly that it needs good information on hand if it is to have adequate preparation to make timely and relevant recommendations to the Alberta Government.

- Over the years, the Council has been listening to northerners through a variety of media. One of the recurrent messages the councillors hear is that as much information as possible should be made public. This is particularly true when citizens of the north give of their time and energy to answer surveys or meet with interviewers.

The Northern Alberta Development Council is acutely aware of some of the difficulties that have arisen from conducting research in northern Alberta. Information dissemination, action on results, community reaction to "yet another study", possible concerns of government agencies -- these were among the topics addressed in the Research Review Seminar held in June, 1981. A document entitled, "Guidelines for Research in Northern Alberta" has been issued by the Council which attempts to address many of these concerns.

Comments and suggestions on research summaries should be directed to:

Northern Alberta Development Council
Bag 900-14
Peace River, Alberta
TOH 2XO

Summaries of research projects are available in three volumes:

Volume I: 1975-79
Volume II: 1980-82
Volume III: 1983-84

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2. Health Needs in Northern Alberta: A Planning Proposal; Morton M. Warner Health Care Asasociates Ltd., Vancouver. April, 1980.

3. Training Programs Availale to Native People in Northern Alberta; MTB Consultants Ltd., Edmonton. April, 1980.

4. Business Survey of the Cold Lake Region; Peat, Marwick and Partners, Edmonton. May, 1980.

5. Profile of Part-Time Farmers in Northern Alberta; IEC International Environmental Consultants Ltd., Calgary. July, 1980.

6. Projection of Highly Qualified Manpower Requirements in Northern Alberta, 1981 - 1985; Management Advisory Institute, Edmonton. July, 1980.

7. Trends in Northern Alberta: A Statistical Overview 1971 - 1979; Northern Development Branch and Muskwa-Sit Consulting Ltd., Peace River. August, 1980 (revised February, 1981).

8. Canada/Alberta Subsidiary Agreement Assessment; Co-West Associates, Edmonton. October, 1980.

9. Cold Lake Regional Baseline Study, Phases I & II; Earl Berger Ltd. and Thames Group Research Ltd., Edmonton. October, 1980.

10. Grande Prairie Region Community Impact Study; Carcajou Research Ltd., Edmonton. November, 1980.

11. A Study of Economic Growth in the Lower Peace Sub-Region; Peter C. Nichols and Associates Ltd., Edmonton. March, 1981.

12. A Study of Social Impact in the Lower Peace, North Peace, and East Peace Sub-Regions; Peter C. Nichols and Associates Ltd., Edmonton. March, 1981.

13. Socio-Economic Overview of Northern Alberta; Co-West Associates, Edmonton. April, 1981.

14. Final Report of the Grande Cache Community Impact Study - 1981; Carcajou Research Ltd., Edmonton. August, 1981.

15. Guidelines for Conducting Research in Northern Alberta; Northern Alberta Development Council, Peace River. January, 1982.

16. Cost of Living in Northern Alberta Volume I; Woods Gordon, Edmonton. March, 1982.

17. Labour Force Turnover in Northern Alberta Volume II; Praxis, A Social Planning Company, Calgary. March, 1982.

18. A Survey of Fort McMurray Regarding the Impact of the Cancellation of the Alsands Project; Northern Development Branch, Peace River. May, 1982.

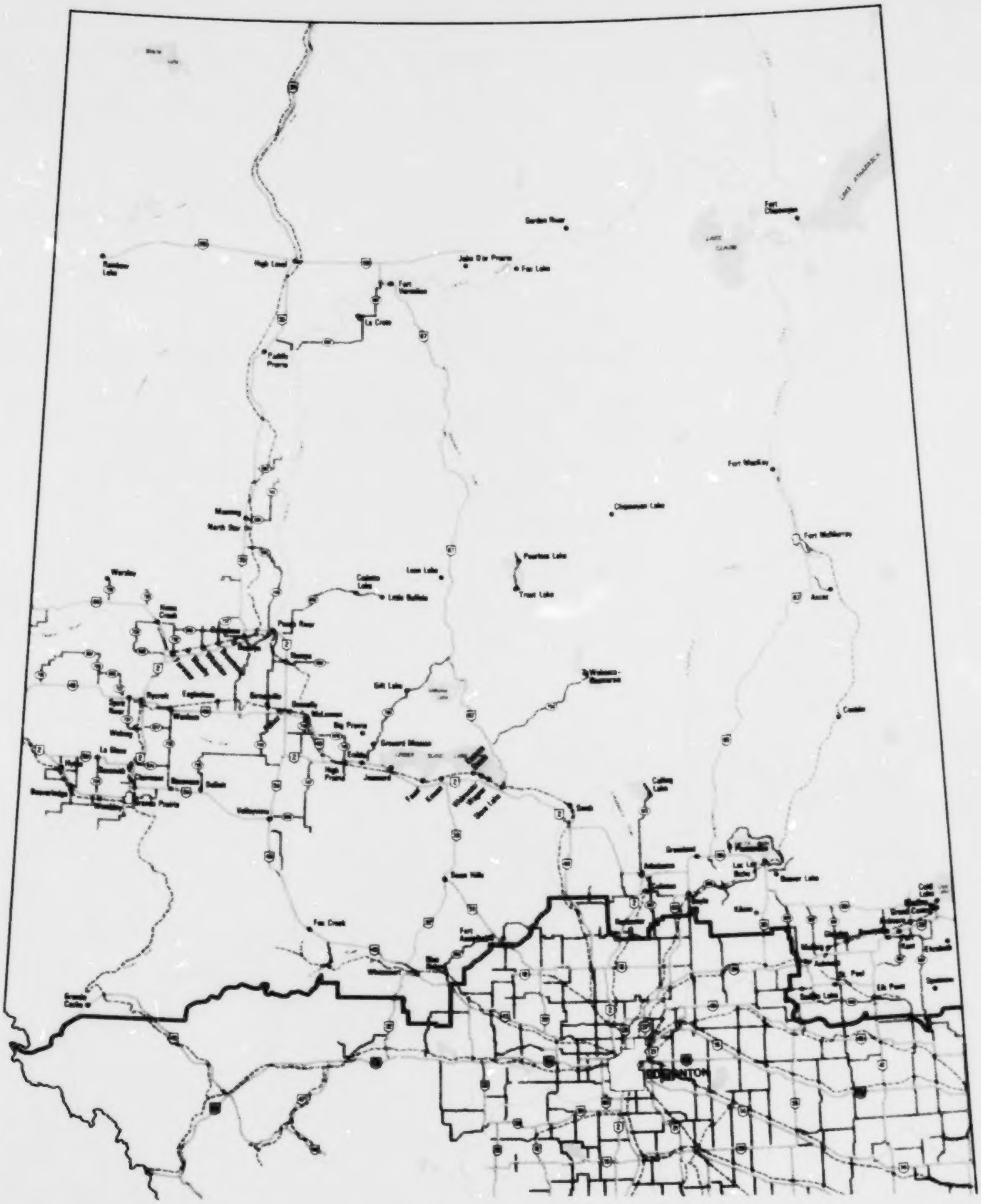
19. Social and Economic Assessment Study of Greater County of Athabasca Technical Report; Woods Gordon, Edmonton. May, 1982.

20. Review of Adult Education and Training in Northern Alberta; RMC Resource Management Consultants (Alberta) Ltd., Edmonton. May, 1982.

21. Community Impact Assessment Handbook; Northern Development Branch and Levy-Coughlin Partnership, Peace River and Calgary. September, 1982.

22. Analysis of NADC Briefs, 1974-81; Northern Development Branch, Peace River. June, 1982.

23. Slave Lake Community Growth Impact Study; Hickling-Johnston Ltd., Edmonton. June, 1982.



NORTHERN ALBERTA DEVELOPMENT COUNCIL AREA

COMMUNITIES WITH POPULATION OVER 75 (1981 CANADA CENSUS)

km 10 0 10 20 30 40 50 60 70 km

miles 10 0 10 20 30 40 50 miles

PRIMARY HIGHWAY

SECONDARY ROAD

RAILWAY

PRODUCED BY THE ALBERTA BUREAU OF SURVEYING AND MAPPING © 1983

The following is a summary prepared by the
Northern Development Branch
of

Inventory of Infrastructure for Northern Communities, 1980

Authored by The Northern Development Branch
Peace River, Alberta
April, 1980

Sponsored by The Northern Alberta Development Council

BACKGROUND AND PURPOSE

At a time when economic growth in northern Alberta is proceeding rapidly and various social and economic impacts of that growth are increasingly requiring attention, the need for up-to-date information is greater than ever. This volume of an "Inventory of Infrastructure for Northern Communities 1980" is a revised and expanded version of a document published in March of 1977. It covers that part of northern Alberta designated as the Northern Alberta Development Council (N.A.D.C.) area. It is the Council's intention that this new edition serve residents of northern Alberta and those with programming responsibilities in the north as an easy-to-reference compendium of current information on facilities, services and living conditions in northern communities.

METHODOLOGY

Information for the Inventory was collected by means of a questionnaire mailed to municipal authorities and other knowledgeable individuals in November and December of 1979. The staff of the Northern Development Branch were greatly assisted in preparation of the report by the prompt and thorough response by a majority of the survey recipients.

The accompanying alphabetical listing shows the ninety-seven communities which have been included in the Inventory. All communities within the Northern Alberta Development Council area with a population of 75 or more according to the 1976 Census of Canada were surveyed. The list of communities includes cities, towns, villages, hamlets, Metis Settlements, and a number of "unorganized" communities. Approximately 80% of the communities responded to the mailed surveys. In the one-fifth or so communities where no immediate response was received, or where further clarification was necessary, Northern Development Branch staff conducted telephone interviews. The completed questionnaires were then checked and tabulated and forwarded to appropriate provincial departments and agencies for verification. The departmental responses formed the basis for proceeding from draft.to final report.

Inventory of Infrastructure
Selected Communities
(over 75 population, 1976 Census of Canada)

Anzac
Ardmore
Ashmont
Athabasca
Atikameg
Beaverlodge
Berwyn
Big Prairie
Blue Ridge
Bluesky
Bonnyville
Boyle
Brownvale
Cadotte Lake
Calling Lake
Canyon Creek
Caslan
Chipewyan Lake
Clairmont
Cold Lake
Colinton
Conklin
Debolt
Dixonville
Donnelly
Eaglesham
East Prairie
Elizabeth
Elk Point
Enilda
Fairview
Falher
Faust
Fishing Lake
Fort Assiniboine
Fort Chipewyan
Fort Kent
Fort McKay
Fort McMurray
Fort Vermilion
Fox Creek
Garden River
Gift Lake
Girouxville
Glendon
Grand Centre
Grande Cache
Grande Prairie
Grimshaw
Grouard
Heinsburg
High Level
High Prairie
Hines Creek
Hythe
Imperial Mills
Joussard
Kikino
Kinuso
La La Biche
LaCrete
LaGlace
Little Buffalo Lake
Loon Lake
Mallaig
Manning
Marie Reine
McLennan
Meander River
Nampa
North Star
Paddle Prairie
Peace River
Peerless Lake
Plamondon
Rainbow Lake
Rochester
Rycroft
Sandy Lake
Sexsmith
Slave Lake
Smith
Spirit River
St. Paul
Swan Hills
Tangent
Trout Lake
Valleyview
Wabasca/Desmarais
Wanham
Wembley
Whitecourt
Whitelaw
Widewater
Woking
Worsley
Zama City

Among its limitations, the inventory survey does not include Indian Reserves and Canadian Forces installations, omits a number of temporary or fluctuating communities that reportedly have declined below 75 inhabitants since the 1976 Census, and includes a few communities where population is known to have exceeded 75 since 1976.

LAYOUT

The Inventory is organized in four parts: introductory comments, two sections summarizing infrastructure, and a third section capsulizing the N.A.D.C. population and area. In the main body of the report Section One details services and facilities on a community-by-community basis. Each separate community page (such as that for Spirit River) begins with background data, municipal status and current population; and includes specific information on water, sewer, waste disposal, utilities, communications, transportation, health services, education, recreation, police protection, fire protection, local government and resident government offices. The facilities and services listed are those completed and in place as of March 31st, 1980 and planned or intended projects have not been included. The population figures are those currently recorded and used by Alberta Municipal Affairs (June 30, 1979). Section Two groups the communities into summary tables according to availability of, or accessibility to, service/facilities provided. Section Three gives supplementary tables capsulizing area and population data within the N.A.D.C. boundary, including separate listings for Indian Reserves and Metis Settlements.

SPIRIT RIVER

Town Population 1,020

Named after the Cree inspired name of the nearby river, the community is located on Highway #49, approximately 80 kilometres north of Grande Prairie.

WATER	Supply - Spirit River Dam Distribution - pipe system Treatment - complete, chlorination

SEWER	Collection - pipe system Disposal - 4 short, 2 long detention ponds
WASTE DISPOSAL	Collection - weekly Modified landfill
UTILITIES	Electricity - residential and commercial Home Heating - piped natural gas
COMMUNICATIONS	Telephone - private lines Radio - CFGP, Grande Prairie; CJDC, Dawson Creek; CKYL, Peace River; and Edmonton stations TV - CBC, CTV Local Newspapers - none, nearest Fairview Post
TRANSPORTATION	Main Access - Highway #49 (paved) Internal Roads - paved and gravel Bus - twice daily Truck - three, daily Rail - on NAR Air - paved and lighted airstrip
HEALTH SERVICES	Hospital - (47 beds) Medical - 4 doctors Public Health - Unit Sub-Office (1 staff) Ground Ambulance - 2 resident
EDUCATION	Schools - two (1-6), (7-12) Other - none Community Library - yes
RECREATION	Facilities - arena, skating rink, curling, swimming pool, golf course, ball diamond, community halls Access to - Moonshine Lake (30 km)
POLICE PROTECTION	Resident R.C.M.P. detachment (5 officers)
FIRE PROTECTION	Resident volunteer brigade (16), 3 trucks
LOCAL GOVERNMENT	Elected Mayor and six-member Town Council
OTHER GOVERNMENT OFFICES	Provincial Agriculture (Extension) Attorney General (Provincial Court) Energy & Natural Resources (Forestry, Lands) Government Services Municipal Affairs (I.D. Administration) Recreation & Parks Social Services & Community Health Municipal M.D. #133 Office

The following is a summary prepared by the
Northern Development Branch
of

Health Needs in Northern Alberta:
A Planning Proposal

Authored by Morton M. Warner Health Care Associates Ltd.
Vancouver, B.C.
April, 1980.

Sponsored by the Northern Alberta Development Council.

PURPOSE OF THE STUDY

This study was commissioned in July, 1979 by the Northern Development Branch of Alberta Tourism and Small Business on behalf of the Northern Alberta Development Council. As a result of briefs received up to May, 1978, the N.A.D.C. began a review process of health needs that culminated in this study. Using the study as a basis, a public participation process formulated recommendations on health needs for the Provincial Government.

BACKGROUND

The N.A.D.C. has received various briefs from communities and health organizations identifying certain gaps in delivery of health services in northern Alberta. Towards further clarifying these needs, the Council commissioned this study as the basis for a workshop discussion. After representatives of health delivery programs and professional organizations discussed the draft study and made recommendations, a final report was prepared.

The study was not intended to result in a detailed and irrevocable master plan; rather, the intention was to establish a starting point for planning, by providing base line information and options which the Council could use in assisting development in northern Alberta.

OBJECTIVES

The overall objective of the study was to identify gaps in health delivery services by using a Demand -Need-Supply model with a view to improving health care and attracting and retaining health care professionals.

The objective was accomplished by considering the following:

(a) To describe the present health care delivery systems in Northern Alberta, analyzing how different populated regions receive medical and dental care.

(b) To statistically demonstrate the present level of health care delivery in the study region.

(c) To describe the present degree of retention of health care professionals in the study region.

(d) To determine if any programmes exist which serve to attract and retain health care professionals in Northern Alberta, and to evaluate all such programmes.

(e) To identify the gaps in the health care delivery in Northern Alberta.

(f) Based on the documented evidence, to recommend practical methods which would improve the health care delivery in Northern Alberta.

(g) To recommend practical methods and potential policies to attract and retain health care personnel in Northern Alberta.

PRINCIPAL FINDINGS

From the terms of reference, a Demand-Need-Supply model was constructed which allowed for a systematic assessment of morbidity and mortality data and of oral statements of demand for services. A contrasting sata set was made up of a review of facilities and manpower available to Northern Albertans.

Table 60 of the study provides a summary of wants, demands and needs for the N.A.D.C. area and Table 61 does the same by community type.

TABLE 60: SUMMARY OF WANTS, DEMANDS AND NEEDS FOR FACILITIES, PROGRAMS, MANPOWER AND TRAINING FOR N.A.D.C. AREA*

FACILITIES	PROGRAMS	MANPOWER AND TRAINING
ALCOHOLISM: Need for halfway houses in Type A, B & D communities : Need for detoxification beds, particularly in Type A & Type D communities	MENTAL HEALTH: Too centralized : Has not overcome stigmatization : Deteriorated over last 5 years, especially in Type B communities : School-age children in Type D communities in considerable difficulties : Travelling teams do not give adequate follow-up, particularly in Type B communities	DENTAL HEALTH: Persistent lack of availability of private dental services in all communities : No local Northern training for allied dental workers
TUBERCULOSIS: Need for halfway houses in Type A, B & D communities	ALCOHOLISM: School-age children and young adults in Type D communities need assistance : Need transportation program for patients entering treatment, particularly in Type B & C communities : Better identification of female alcoholics - all communities	SPEECH & HEARING: Persistent lack of appropriate personnel with Master's level training : Inadequate coverage by Bachelor's personnel and travelling teams for all communities : Particular need for audiological assessment of Metis and Indian children in Type B & C communities
THE ELDERLY: Need for more auxiliary nursing home beds in Type A & B communities	TUBERCULOSIS: Need for follow-up programs, particularly in Type B, C & D communities	MEDICAL PERSONNEL: Persistent lack, particularly of specialists, in all but major centres, and cost of access from elsewhere considerable. Affects all communities, but particularly Type B, C & D
CHILDREN: Need for better recreational facilities in most communities, but particularly Type A, B & D	THE ELDERLY: Home care program too restricted: affects Type A & B communities	COMMUNITY MEDICINE SPECIALIST: No Medical Officers of Health have a specialty qualification
INFRASTRUCTURE: High need for good water and sewage treatment, particularly in Type C communities, but also in some Type B communities		NURSING: Ratios to population are low and turnover is high : Expansion of Nurse Practitioner programs is needed
HOSPITALS: Some are dilapidated and need updating, e.g., Ft. Vermilion and Berwyn : Small hospitals in Type B communities have low occupancy and questionable visibility		

TABLE 60
Page 2 of 3

FACILITIES	PROGRAMS	MANPOWER AND TRAINING
HOSPITALS cont'd: Hospitals in Type D communities may be inadequate for population increases	CHILDREN: Need for lifeskills programs : Need for day care : Need for family life education in all communities	
HEALTH CENTRE COMPLEXES: No organized, coordinated one stop system exists in most locations	HANDICAPPED: Unmet meeds in Peace River, St. Paul and Grande Prairie : Physiotherapy generally unavailable : Problems with liason with Mental Health and Social Services in all areas	
VOCATIONAL CENTRES: These are not used as extensively as they might be	HOME CARE: Problem of over 65 age restriction, particularly in Type D communities and High Level* : Problem of need for medical referral	
	EMERGENCY & EVACUATION: Road problems exist for Berwyn, Fairview, High Level, Rainbow Lake and La Crete. The adequacy of airstrips should be reviewed.	
	OCCUPATIONAL SAFETY: High levels of Injuries and accidents occur in all Health Units and particularly in Type A & D communities	
	LIFESTYLE EDUCATION: Needed in settled communities, Type A, B & D mentioned especially in St. Paul	

*There is, in fact, no age restriction but there was believed to be one by the respondents, professional and consumer.

FACILITIES	PROGRAMS	MANPOWER AND TRAINING
	SPECIAL NEEDS OF WOMEN: Little mentioned, but of considerable importance in rapidly developing Type D communities	

Type A community = secondary centers

Type B community = rural areas

Type C community = undeveloped areas

Type D community = boom-towns

*Notes on Interpretation

These data represent (i) a summary of wants and demands made for health services by residents of the N.A.D.C. area, (ii) a summary of needs assessed as being present, by health professionals from the area, and (iii) the addition of three statements of need by the consultants, namely improved infrastructure items, programs for women, and trained community medicine specialists.

It should be noted that the level of congruency of response between providers and consumers was high. Professionals never failed to identify a concern raised by the consumers, although they did identify additional needs. However, it does not seem necessary, in the light of this congruency, to disaggregate need, want, and demand statements in this summary.

Finally, it is important to recognize that the demands, wants and needs stated vis-a-vis dental health are those of consumers and health professionals in the area: the rationality of these is questionned when viewed against the findings in Chapter 6 which urge a more preventively oriented approach.

TABLE 61: SUMMARY OF DEMANDS AND NEEDS FOR FACILITIES, PROGRAMS, MANPOWER AND TRAINING BY COMMUNITY TYPE*

TYPE A (Secondary Centers)

Alcoholism: Halfway Houses, Detoxification Beds

Mental Health: General Services

Tuberculosis: Halfway Houses

The Elderly: Auxiliary and Nursing Home Beds, Expanded Home Care Program

Hospitals: Need to Expand Some General Hospitals

Primary Care: Need for Integrated Care

Children: Need for Lifeskills, Day Care and Family Life Education Programs

Handicapped: Unmet Needs in St. Paul, Peace River and Grande Prairie
: Lack of Physiotherapy
: Liaison Problem with Mental Health and Social Services

Home Care: Eligibility Restriction Problem

Occupational Safety: Need for Preventive Programs

Lifestyle: Need for Programs

TYPE B (Rural)

Alcoholism: Halfway Houses

Mental Health: Improved Service and Follow-Up

Tuberculosis: Halfway Houses, Follow-Up Programs

The Elderly: Auxiliary and Nursing Home Beds, Expanded Home Care Program

Infrastructure: Sewage and Water Treatment

Hospitals: Need to Reassess Role of Small Hospitals

Primary Care: Need for Integrated Primary Care

Children: Need for Lifeskills, Day Care and Family Life Education Programs

Handicapped: Lack of Physiotherapy
: Liaison Problem with Mental Health and Social Services

Home Care: Eligibility Restriction Problems

Lifestyle: Need for Programs

TABLE 61
Page 2 of 2

TYPE C (Undeveloped)

Tuberculosis: Follow-Up Programs

Infrastructure: Sewage and Water Treatment

Children: Need for Lifeskills, Day Care and Family Life Education Programs

Handicapped: Lack of Physiotherapy

Emergency and Evacuation: Road and Airstrip Problems

Primary Care: Need for Highly Integrated Care and Improved Access to Mental Health and Alcoholism Treatment Services

TYPE D (Boom-Town)

Alcoholism: Halfway Houses, Detoxification Beds

Mental Health: Improved Service and Follow-Up, with Emphasis on Young and Young Adults

Tuberculosis: Halfway Houses, Follow-Up Programs

Hospitals: Need to Expand Some General Hospitals

Primary Care: Need for Integrated Primary Care

Children: Need for Lifeskills, Day Care and Family Life Education Programs

Handicapped: Lack of Physiotherapy
: Liaison Problem with Mental Health and Social Services

Home Care: Eligibility Restriction Problems

Occupational Safety: Need for Preventive Programs

Lifestyle: Need for Programs

N.B. Manpower and Training issues listed in Table 60 are applicable to each community type and to save repetition are not listed here.

*The Notes on Interpretation affixed to Table 60 also apply here.

From the summary tables, gaps in health care delivery were discernible and the following was evident that:

(a) there are four major community types in Northern Alberta: developing secondary centres, rural based small towns, undeveloped areas, and boom-towns;

(b) there is a drainage of population, health personnel, and resources towards secondary centres, which is not likely to be reversed;

(c) health manpower to population ratios are too low for all areas;

(d) mental health services, and treatment facilities and programmes for alcohol problems are the major issues for many communities;

(e) the elderly are under serviced to the extent they cannot easily receive primary or nursing home care in the more ageing communities;

(f) hospitals in larger centres are unlikely to meet the needs of the estimated growth in population, and hospitals in smaller communities often are of questionable viability;

(g) the need for integrated primary care is high in many mid-size communities.

(h) in rural and undeveloped communities, infrastructure items (roads, water, and sewage treatment) are inadequate;

(i) children and women form two important target groups for whom support services are inadequate;

(i) Indians and Metis have special needs (for example: economic development, alcohol rehabilitation, and management for tuberculosis); and

(j) coordination of services at the local and central level is inadequate.

STRATEGIC RECOMMENDATIONS

Although the study did not make specific recommendations, the workshop discussions on the study findings resulted in over fifty recommendations which can be grouped into broad categories:

A. Personnel

- Incentive systems should be examined to attract and retain health care professionals in the North.
- There is an acute need to attract dentists and doctors to unserviced areas.
- Increased staffing is required at the local level in specific areas, e.g. alcoholism treatment.
- Particular need for more psychiatric care on a regularly scheduled basis and more flexible staff utilization in the mental health care field.

B. Expansion/Changes in Present Programs

- Examine role of Mental Health Services in the north.
- Re-evaluate provision of ambulance services and related fee schedules.
- Modify Home Care program for elderly.
- Review availability of diagnostic and holding beds.
- Increased flexibility in health care funding should be encouraged.
- Utilization of certain small hospitals should be examined for conversion in all or part to alternate health services, e.g., auxiliary beds.

C. Specialty Services

- Audiology services need to be increased.
- Speech and hearing mobile units should be retained.
- Province-wide children's dental plan would be beneficial.

D. Coordination of Services

- Common boards for health and social services should be established wherever possible.
- Review of regional boundaries for health delivery systems should be conducted.
- Increased local input into the planning process is desirable.
- Need to speed up facility planning process.
- Access to programs for elderly should include social and medical criteria.

E. Facilities

- Establishment of regional health centres should be examined.
- Local living accommodations should be achieved for elderly.
- Need for halfway rehabilitation houses for follow-up care of people with alcohol/drug problems.
- Need for upgrading of access roads and airstrips.

- Need for increased communication facilities in some areas.
- Provision of accommodations for patients from isolated communities should be encouraged.
- Mobile dental units should be increased.

F. Prevention Programs

- Provision of adequate sanitation and potable water should be given high priority for all northern communities.
- Nutrition programs should be developed at the local level.
- Alcohol and drug awareness programs need to be increased.

G. Training

- In-service programs are important.
- Additional bursary programs would be beneficial.
- Paraprofessional training should be increased.
- Need for re-examination of post RN-BSc program.

H. Federal/Provincial Cooperation

- Need for an increase in statistical sharing.
- Coordination of programs is essential.

I. Isolated Communities

- Particular consideration of all of the above should be given for northern isolated communities.
- Life styles must be considered in treatment.

The following is a summary prepared by the
Northern Development Branch
of

Training Programs Available to Native People in Northern Alberta

Authored by M.T.B. Consultants Ltd.
Edmonton, Alberta
April, 1980

Sponsored by the Northern Alberta Development Council

PURPOSE

Lack of participation by native people in the expanding economy of Northern Alberta has long been a concern for Natives and government alike. A response common to both groups on this problem is the provision of vocational training programs which prepare the person of Native ancestry for available employment opportunities. The purpose of this study is to present the range of educational opportunities available and funding sources available to the Native student. This study also points out a number of the barriers to vocational education many of the students face.

BACKGROUND

For the sake of clarification, in this report the use of the term 'Native' refers to all individuals of Indian ancestry including Status Indians, non-status Indians, and Metis. Furthermore, one should also be cognizant of the problems involved in attempting to isolate the enrollment of Native peoples in educational courses. It is a violation of an individual's human right, under the Canadian Bill of Rights, to include on any registration form that person's ethnic or racial origin. Therefore, when attempting to delineate Native enrollment in specific courses the best figures available are the estimates provided by instructors.

This leads to a second definitional problem. There is no such thing as Native vocational training programs. Programs are offered to meet specific needs in predominantly Native communities, however, strictly speaking these are training courses available to Native peoples.

OBJECTIVES

This study, commissioned by the Northern Development Branch of Alberta Tourism and Small Business, on behalf of the Northern Alberta Development Council, has five main foci;

1. To delineate the groups, agencies and Government Departments (both Federal and Provincial) involved in offering vocational training programs, and to specify their level of involvement.
2. To delineate funding sources available to Alberta Native peoples for the purposes of pursuing educational or vocational upgrading.
3. To inventory the programs available.
4. To suggest areas where barriers exist to involvement and completion in educational and vocational upgrading courses.
5. To indicate types of developments which are occuring in other provinces and territories in the area of Native education.

METHODOLOGY

Due to the scope of the study, most of the data to be presented generated from secondary data sources. However, it was felt that, to present a clear picture of the situation, first hand information from those at the institution would be invaluable. Therefore, a four-step approach to data gathering was employed:

1. Literature Review: a review of available literature on vocational training programs for Natives and barriers to full participation in training programs and the 'wage economy'.
2. Interviews: interviews were conducted with individuals, both government and non-government, who could provide insight into problems associated with the study's objectives.
3. Requests for Information: in an attempt to produce current enrollment statistics for Alberta Vocational Centres (AVC's) in the Northern Alberta Development Council area, formal requests for data were sent to the AVC's. Six replies were received.

4. Field Trip: to gain first hand knowledge of institutions, the people who operate them, and those enrolled, a trip to AVC Grouard, AVC Lac La Biche, and CVC Slave Lake was undertaken. Although the stay at each centre was not long, comments relayed to the study team were instrumental in the preparation of this report.

PRINCIPAL FINDINGS

1. While this study does not attempt to be a formal evaluation, it is possible to make some broad general statements respecting programs with high Native involvement. The course offerings provided through Advanced Education and Manpower and Grande Prairie Regional College appear to meet the Native people's educational needs most satisfactorily. However, education for Natives cannot be dealt with in isolation from their social, economic, and cultural situation. Unwittingly, many of the funding programs designed to enable access to education become partial barriers to successful course completion, because they do not take into consideration the aforementioned socio-economic and cultural situation of Native people. These funding programs can potentially lead to increased frustration with the sytem, because they initially can raise the expectations of the individual only to find that because of barriers placed in his/her path the course cannot be completed.
2. From the cursory analysis presented, it appears that AVC and CVC programs are most valuable to Native people because:
    - (i) the programs offered are oriented directly towards Native educational needs;
    - (ii) their location at, or close to, home means less social and cultural problems are encountered; and
    - (iii) the involvement of Native people in their own education, especially through the CVC community, gives them some control over the direction of their education.

3. Many sources noted the need for more awareness among Native communities of the educational opportunities available. This will require training of more Native counsellors and counsellor aides to rectify this problem.
4. In relation to vocational training programs in Saskatchewan, Alberta appears to lag slightly behind in two areas:
   (i) direct Native control of education; and
   (ii) institutions directed specifically towards Native needs.
5. Many of the barriers to vocational and other forms of advanced education encountered in the past by people of Native ancestry have been thoroughly researched and documented in existing literature. Although conditions probably have improved, the interviews revealed that these and other barriers still occur to some degree in all northern communities. Such barriers effectively deter Native people who aspire to training programs which lead to employment and an active place in Alberta's economy.

   Since there is often an overlap of these barriers with one being dependent upon another or all of the others, they are difficult to treat in isolation. However, for the purpose of clarity, those which appeared during the course of the study are listed and described briefly:

   (a) Cultural Barriers: Cultural differences between Native and dominant non-Native societies create severe deterrants to those who wish to enter and compete with the larger society by way of training programs leading to gainful and meaningful employment.

   (b) Socio-Economic Conditions: The deleterious effects of poverty including poor housing, health, nutrition, etc., on school children are discussed at length by Parnell (1976). Feelings of social insecurity and anxiety may impede a child's progress in school.

(c) Problems With Support Payments: Native people have a desire to become more meaningfully involved in Alberta's economy. However, unwittingly, the support systems themselves have become a barrier to entering and completion of training courses. Training allowances offered through AVT or CMTP are adequate for a single person, without debt, living in a residence. They are not adequate,however, for those who do have any financial responsibilities. In many instances, the first cheque does not arrive for six weeks, and in that time, a person could find himself critically in debt. The length of the funding program is also a problem area with AVT and CMTP intended as short-duration courses only. Quite often a student requires a year's academic upgrading prior to his vocational course, only to have his funding exhausted before his vocational target is reached.

(d) Inadequate or Unsuitable Academic Education: A traditional and persistent barrier to advanced education and to employment in many occupations is insufficient academic education. While affecting all age groups, it is a most serious deterent to those who for economic or other reasons left school at an early age, often before completing the Grade 8 level.

(e) Lack of Awareness: The interviews presented a problem of particular interest. It was pointed out that Native people entering vocational training often are not clear of the path they wish to follow. The counselling services at the AVC's appear to be combatting this problem to the best of their abilities. A second, more pervasive issue, is the lack of awareness in the isolated communities of the opportunities available at the AVC and college centres, and what these educational opportunities can mean.

(f) Location of Training Institutions: A training institution located far from one's home community presents severe problems to many potential and participating vocational students. The problems are most severe for Native people when the institution is located in a large town or city and provides no dormitory facilities. Cost of living, including rent, food, and transportation is beyond the means of many Native students. When combined with the thought of loneliness, many students are either unable or reluctant to enroll or find that they cannot "cope" with urban conditions and the course and so drop-out or fail.

(g) Conflicting Programs: Due to the lost support allowances available, other programs sponsored by the Provincial Government can conflict with an individual's educational goals. Three such programs are the Priority Employment Program (P.E.P.), the Summer Temporary Edmployment Program (S.T.E.P.), and the Opportunity Corps Program.

(h) Barriers Associated with the Employment Potential: A low or indefinite employment potential has a negative effect on both enrollment and completion of programs. This is particularly true in areas where the resource base is poor and where developments (industry, service developments such as roads, power lines, etc.) are lacking or minimal. Employment found only at a long distance from home is also discouraging to many students. Competition with non-Natives for employment, particularly for responsible high-paying jobs, is a continual source of discouragement for many Native people.

Supporting agencies such as Canada Employment and Immigration have shown some reluctance to "purchase seats" in training programs where the employment potential is low.

(i) Barriers to Treaty Indians on Reserves: Treaty Indians living on reserves have difficulty in obtaining access to AVC programs other than academic upgrading and particularly as individuals. Groups may, however, request such programs by way of their Band Council. Many such satellite programs are now offered through AVC's Grouard and Lac La Biche and the SVC program. Here seats are purchased with Federal money and the Provincial Government supplies the infrastructure. Unfortunately, many of these courses last for only one or two years. According to one interviewee, these programs are "too rare and are usually a one-shot deal". Therefore, an individual who started academic upgrading at the Grade 6 level may find that after one or two years he or she is forced to leave the reserve to reach a Grade 10 level (the general entrance level for many AVC courses).

STRATEGIC RECOMMENDATIONS

1. Early in the report it was noted that it is difficult to delineate people of Native ancestry in enrollment statistics. It was also shown in Section 4 that Native people have a distinctly different cultural outlook on life. To produce an effective evaluation of vocational programs for Natives, one would require much more precise enrollment data than currently exists. Therefore, educators should acknowledge the fundamental cultural differences between Native and non-Native students and gather this data. However, prior to making such a request leaders of the Native community should be directly consulted.
2. The Alexander Reserve pilot program should be monitored closely as it could potentially serve as a model for future vocational training and community development projects.
3. The goal of vocational training programs for Natives is to help them access the Alberta workforce. It is difficult from this cursory analysis to tell if this goal is actually being reached.

A detailed evaluation of these programs should be undertaken. However, the evaluation should be conducted by Natives. Their evaluation should concentrate on identifying how individuals and communities are served by the existing system. In effect, this would constitute a "grass roots" evaluation of an educational system. This would differ from a standard evaluation which concentrates heavily upon systems and programs as their prime objective.

The most appropriate agency to conduct this evaluation would be Native Outreach. This organization, which concentrates on Native involvement in the workforce, would be most capable of conducting a "grass roots" type of evaluation.

4. If programs continue to be offered in large urban centres, suitable low cost housing and other support facilities must be provided for Native students.

The following is a summary prepared by the
Northern Development Branch
of

Business Survey of The Cold Lake Region

Authored by Peat, Marwick and Partners
Edmonton, Alberta
May, 1980

Sponsored by the Northern Alberta Development Council

BACKGROUND AND PURPOSE

From mid-1979 to late 1979, Peat, Marwick and Partners undertook a study to provide baseline data on business activity in the Cold Lake Region prior to the proposed heavy oil development. This study involved the following elements:

- development of an inventory of commercial establishments
- description of business activity
- assessment of perceived problems related to the labour market, and supplies and services
- opinions regarding short and medium term business outlook
- recommendations for future research

METHODOLOGY

The Alberta Bureau of Statistics provided the consulting firm with the names and addresses of commercial establishments excluding professional corporations and government-operated businesses in the Cold Lake Region from the Business Registry. Local officials were contacted to verify and update the listing. A total of 543 commercial establishments were identified: 220 in Bonnyville, 166 in Grand Centre, 66 in Cold Lake, 26 in Glendon and 65 in the Municipal District of Bonnyville. Retail and wholesale trade establishments represent over 1/3 of the establishments while the service and construction sectors each account for about 20% of the total. Other businesses are engaged in finance, transportation, communication and utility services, manufacturing, and primary activities.

Follow-up interviews were conducted with approximately 1/3 of the establishments on the inventory to obtain opinions regarding labour turnover, competition, and supply and service difficulties.

FINDINGS FROM THE BUSINESS SURVEY

Ownership

About 85% of the businesses are owned by residents of the region while the rest are owned by Albertans and others. Although the majority of the owners have incorporated their businesses, almost 40% are operated as a single proprietorship or partnership. Of the 313 owners/managers responding to the survey, 81 indicated that they owned additional outlets in the same line of business.

Premises

Most establishments have relatively small premises. About 2/3 of the businesses have less than 3,000 sq. ft. with many occupying less than 1,000 sq. ft. More than 1/2 of the establishments own rather than rent their premises.

Tenure

Many new businesses have been established in the last several years in anticipation of resource development. 19% of the businesses in the entire region are less than one year old. Almost 1/2 of the businesses have been operating less than 5 years. On the other hand, about 20% of the establishments have been operating 20 years and more.

Employment

Due to the large number of businesses which have been established in the last number of years, there has been a significant increase in employment. In 1979, 297 businesses reported a total of 2,127 employees whereas in 1974, 134 firms had 780 employees. Based on survey results, it was estimated that commercial establishments in the region employed 3,900 people. For a comparison of employment characteristics between the Cold Lake Region and Alberta, refer to the main body of the report.

Receipts

Measured by receipts, the majority of businesses in the region are small. About 60% of the businesses reported annual sales of less than $200,000 with 1/2 of these in the under $50,000 range. Only 52 establishments had sales over $500,000 per annum. 14% of the businesses in the region gross over $1 million annually, while 30% gross under $50,000.

Profitability

More than 60% of the businesses had net profits of less than $20,000 for the last fiscal year with more than 1/2 declaring less than $5,000. Only 15% of the businesses reported profits of $50,000 and more. Only 6% of the businesses made a net profit of over $100,000.

FINDINGS FROM FOLLOW-UP BUSINESS INTERVIEWS

Problem Areas

During the follow-up interviews, businessmen were asked to detail their business problem areas. The three most significant problem areas were:

- Labour Turnover - The labour turnover rate in the region is estimated to be 60%. While many businesses reporting turnover only lost a few staff, over 20% had 5 or more employees leave. Almost 1/2 of the firms experienced difficulties hiring replacement and additional staff. 44% of the businesses had no turnover problems whatsoever, whereas 23% of the businesses experienced some difficulty..

- Competition - Almost 30% of the respondents felt that competition was high while about 40% assessed it as medium. Only 30% reported no or low competition. More than 40% of the owners felt that competition had increased in their line of business over the past year due to the establishment of new businesses and the expansion of existing ones.

- Supply and Service Difficulties - As most firms in the region do not have local suppliers, a number had had difficulties purchasing supplies and services. About 40% of the respondents reported some or significant difficulties due to general shortages and delivery problems.

BUSINESS OUTLOOK

Businessmen were also asked to specify their business plans for the next year and to assess the potential impact of resource development.

- Business Plans for Next Year - About 45% of the establishments are planning an expansion on-site, through relocation or by establishing an additional outlet. A few expect to close, sell or make a significant change in product lines.

- Anticipated Impact of Resource Development - About 85% of the respondents indicated that the population growth and increase in income associated with the resource development would have a favourable impact on their own business. Only 5% of the owners/managers anticipated that the resource development would have a negative impact on their own business due to increased competition and labour shortages. Respondents were slightly more optimistic about the impact of the resource development on businesses currently operating in the region than on their own business.

STRATEGIC RECOMMENDATIONS

The study recommended that a similar survey be completed during the third year of the construction phase of the heavy oil plant development, as well as during the first and third year of commercial synthetic crude production, to provide government with information for policy formulation.

The following is a summary prepared by
the Northern Development Branch
of

Profile of Part-Time Farmers in Northern Alberta

Authored by I.E.C. International Environmental Consultants Ltd.
Calgary, Alberta
July, 1980

Sponsored by the Northern Alberta Development Council

PURPOSE OF THE STUDY

The study was commissioned in February, 1980 by the Northern Development Branch of Alberta, Tourism and Small Business, on behalf of the Northern Alberta Development Council. The study was a response to a brief requesting additional information on part-time farmers to form the basis of a potential seminar.

BACKGROUND

This report on part-time farming illustrates N.A.D.C.'s continued interest in agricultural developments in northern Alberta. It is the natural extension of a comprehensive introductory study of agriculture in northern Alberta that served as a base document for the Agriculture North Conference sponsored by the N.A.D.C. in November, 1978.

OBJECTIVES

The overall objective of the study is to form a profile of the part-time farmer living north of the 55th parallel,taking into account his/her socio-economic characteristics and motivations as well as the nature of the farm operation and the off-farm work.

Since the term "part-time farmer" has no singular meaning, an objective of this study was to provide a better understanding of who this individual is. This could serve as a basis for future analysis.

METHODOLOGY

1. The study area comprised Census Divisions 12, 13 and 15.

2. A literature review was conducted, including the following sources: Alberta Agriculture - Planning and Research Secretariat, and Marketing and Economic Services; Statistics Canada,

Agriculture Statistics Division; Unifarm; and the University of Alberta.

3. Personal interviews of 35 part-time farmers.

4. Interviews with District Agriculturists of Alberta Agriculture.

PRINCIPAL FINDINGS

1. Part-time farmers represent about 40% of the farmers in northern Alberta, most are married, high-school educated and in the 35-54 age bracket.

2. Most part-time farmers come from a farming background, own their own farms and express a desire to farm full-time.

3. Census Division 15 part-time farmers had predominantly grain operations. Their counterparts in CDs 12 and 13 typically farmed mixed operations.

4. The principal reason given for undertaking off-farm work was the incremental income it provided; more than 50% of gross income was used to re-invest in the farm operation or cover day-to-day expenses on the farm. This income was predominantly spent in local communities.

5. The average amount of time spent in off-farm work was 5 months/year.

STRATEGIC RECOMMENDATIONS

Although no recommendations were given, the results indicated trends and served to raise questions which have yet to be answered.

- What is the contribution of part-time farming operations to total agricultural production in northern Alberta and in the province as a whole?

- Are farm management and personal efficiencies a significant factor in whether a person farms full or part-time?
- How many part-time farmers go on to farm on a full-time basis, or is there an age or point at which full-time farming is no longer a viable option?
- Is there a movement from full-time farming to part-time farming, and if so, why?
- Are Alberta Agricultural Development Corporation (ADC) loans to beginning farmers a help or a hindrance to these people in their quest to become full-time farmers?
- Are the size of ADC direct loans, and the conditions attached to them, a help or a hindrance to farmers wishing to farm on a full-time basis?
- Does Alberta Energy and Natural Resources' policy of restricting grazing leases to full-time farmers increase or decrease the likelihood that part-time farmers will take up farming on a full-time basis?

The following is a summary prepared by the
Northern Development Branch
of

Projection of Highly Qualified Manpower Requirements in Northern Alberta, 1981 - 1985

Authored by the Management Advisory Institute
Edmonton, Alberta
July, 1980

Sponsored by the Northern Alberta Development Council

PURPOSE/BACKGROUND

The objective of this study is to develop an overview and projection of highly qualified manpower requirements in northern Alberta in the period 1981-1985. The information is designed primarily to assist in the administration of the Student Bursary Program sponsored by the Northern Alberta Development Council.

OBJECTIVES

The objectives of this study are to develop an overview and projection of the need for highly qualified manpower in northern Alberta during 1981-1985. Highly qualified manpower represents occupations in management and administration, the natural and social sciences, teaching, medicine and health, and arts and recreation. These types of occupations tend to be the ones most frequently associated with student bursaries. See Exhibit B1 attached.

PRINCIPAL FINDINGS

Manpower requirements are typically encountered because of growth in staff requirements, replacements for persons retiring or withdrawing from the work force, or replacements for persons leaving the job and the area, in this case northern Alberta. Each of these three changes represents a net change in the demand for persons in the area of northern Alberta.

All northern census divisions are expected to show continued population increase in the period 1981 to 1985. The population of the northern three census divisions held 12% of the provincial population in 1971 and 1976, and is projected to hold 11% in forecast periods 1981 to 1985.

The school age population will decline in numbers for Census Divisions 12 and 15 between 1976 and 1981, and then increase between 1981 and 1985.

Based on the 1971 Census, highly qualified manpower represents proportionately fewer numbers in northern Alberta than in Alberta as a whole and the Edmonton

Census Division. Within the highly qualified manpower group in the north, there was a preponderance of occupations in teaching, medicine and health, general administration, and agriculture-surveying work in the 1971 census figures. Since that time, new industry in forestry, mining and manufacturing has added another dimension on this list. The current number of persons in Fort McMurray involved in the natural sciences (including engineering) is a good case in point.

The largest sources of demand for highly qualified manpower, among the organizations interviewed for the forecast period, are replacements due to persons leaving jobs in northern Alberta and changes in the number of positions requiring highly qualified staff. Normal retirement is not a particularly strong source of demand.

Teachers in the north are younger than teachers in the province as a whole, and proportionally more teachers in the north are inexperienced. Replacement demands are in the "hundreds" of teachers in the north each year, based on current experience. Specialty teachers are in particular demand and apparent short supply.

The announced hospital construction program is forecast to create 352 new positions in the north in the health and social service field between 1980 and 1985. Vacancies and replacement-type demands in the health and social service field in the north likely vary over time. Projecting manpower requirements in the northern environment is difficult and likely subject to significant variance.

The current study places emphasis on the development of a base of information of highly qualified manpower in the north and on a summary of areas of occupational demand over the forecast period. The combination of these two pieces of information provides users with some understanding of actual and anticipated requirements for highly qualified manpower in northern Alberta in the forecast period.

The demand for persons in highly qualified manpower in the north in the period 1981-1985 appears to be largely affected by the schedule of the mega projects and other industrial developments in the area, the significance of replacement-type demands for personnel, the mix of host area purchases and outside area purchases, changes in the population, and government policies. Opportunities in general appear favourable in virtually all highly qualified manpower occupations which are represented in the north and are related to existing and planned industrial projects.

STRATEGIC RECOMMENDATIONS

Concern is apparent for (i) an "inventory of measures" allowing for effectively meeting manpower requirements instead of documenting the requirements themselves, and (ii) preventive actions which might allow future anticipated supply difficulties from occurring.

Other ideas generated were:

- Modular training in highly qualified manpower fields which would allow for reduced absences from work while individuals are studying.
- More cooperative work-training programs.
- Closer linkages between education and training and jobs, in terms of the needs of the area.
- Financial incentives to tradesmen to enter into education and receive certification to teach.
- Better coordination of information among work and education and training personnel.
- Career development support and information.
- Recruitment support, including advertising material informing people about the north.
- More work people getting involved with high school students.

The Student Bursary Program received endorsement from many participants, although it would appear that the program is not particularly well known among employers.

EXHIBIT B1: OCCUPATIONS BY MAJOR GROUPS IN ALBERTA AND SELECTED CENSUS DIVISIONS, 1971

Occupations	Alberta		C.D. 11 (Edmonton)		C.D. 12 (McMurray)		C.D. 13 (Athabasca)		C.D. 15 (Peace)	
	Number	%	Number	%	Number	%	Number	%	Number	%
1. Management/ Administration	27,120	3.9	10,565	4.4	370	1.9	320	1.8	905	2.5
2. Natural Sciences/ including Engineer	20,305	2.9	8,040	3.3	250	1.3	135	0.8	510	1.4
3. Social Sciences	5,900	0.9	2,650	1.1	105	0.5	70	0.4	220	0.6
4. Teaching	28,225	4.1	10,485	4.4	920	4.8	675	3.8	1,530	4.3
5. Medicine & Health	27,725	4.0	11,175	4.6	530	2.8	465	2.6	1,060	2.9
6. Religion	1,680	0.2	540	0.2	60	0.3	50	0.3	120	0.4
7. Arts & Recreation	5,035	0.7	2,140	0.9	45	0.2	30	0.2	75	0.2
Sub Total for HQM	115,990	16.8	45,595	18.9	2,280	11.9	1,745	9.9	4,420	12.3
8. Clerical & Related	100,310	14.6	42,930	17.8	1,360	7.1	920	5.2	3,010	8.4
9. Sales	66,105	9.6	25,140	10.4	1,075	5.6	950	5.4	2,600	7.2
10. Service	80,570	11.7	29,035	12.1	3,595	18.7	1,275	7.2	3,665	10.2
11. Farming & Related	89,320	13.0	11,265	4.7	4,350	22.6	7,285	41.4	8,270	23.0
12. Fishing, Trapping, Hunting	230	0.03	40	0.02	65	0.3	-	-	80	0.2
13. Forestry	2,135	0.3	200	0.1	250	1.3	185	1.0	740	2.1
14. Mining	7,380	1.1	1,885	0.8	210	1.1	260	1.5	1,085	3.0
15. Processing	15,180	2.2	6,055	2.5	285	1.5	285	1.6	860	2.4
16. Machining	11,605	1.7	4,970	2.1	195	1.0	165	0.9	415	1.1
17. Fabrication	31,270	4.5	12,785	5.3	635	3.3	485	2.8	1,295	3.6
18. Construction	51,715	7.5	19,440	8.1	1,240	6.4	1,135	6.4	2,550	7.1
19. Transport	26,295	3.8	9,725	4.0	560	2.9	615	3.5	1,595	4.4
20. Handling & Related	14,915	2.2	5,155	2.1	295	1.5	475	2.7	1,210	3.4
21. Other Crafts	7,045	1.0	2,550	1.1	165	0.9	70	0.4	290	0.8
Total Specified	620,065	90.1	216,770	90.0	16,560	86.2	15,850	90.1	32,085	89.2
Not Specified or Classified	68,235	9.9	24,145	10.0	2,660	13.8	1,750	9.9	3,875	10.8
TOTAL	688,300	100%	240,915	100%	19,220	100%	17,600	100%	35,960	100%

Source: 1971 Census of Canada, Occupations: Occupation Groups by Sex, for Canada, Catalogue #94-718 Vol. III.

The following is a summary prepared by the
Northern Development Branch
of

Trends in Northern Alberta: A Statistical Overview 1971 - 1979

Authored by the Northern Development Branch and
Muskwa-Sit Consulting Ltd.
Peace River, Alberta
August, 1980 (Revised February 1981)

Sponsored by the Northern Alberta Development Council

The purpose of this statistical overview is to present information relating to social and economic change in the Northern Alberta Development Council area during the period of 1971 - 1979. Trends in Northern Alberta was initially intended as background information for delegates at the N.A.D.C. - sponsored "Alberta North in the Eighties" Conference held in Grande Prairie in November, 1980. However, it has since been used widely as a statistical reference on northern Alberta.

At a time when an unprecedented number of new industrial projects are being located in northern Alberta -- primarily because of the region's immense wealth of natural resources -- an increasing number of localized impacts are becoming evident. This overview is an attempt to make available statistical data to allow northern Albertans to more precisely gauge various economic, social and environmental consequences. In addition, the data should provide the necessary background information to permit evaluation of frequently appearing forecasts and projections.

The beginning of the 1980's is also a time to examine the quality of life in northern communities. The statistical overview contains information relative to the degree of development northerners have experienced during the last decade. An appropriate question the data should answer is whether economic growth is being accompanied by an increase in the material and psychological well-being of northern Albertans.

Each of the 15 chapters includes text, illustrations and tables. This format allows for an easy-to-reference portrayal of some key trends in:

- population and area
- vital statistics and other demographic characteristics
- agriculture
- forestry, fishing, and trapping
- energy

- industrial projects
- manufacturing and construction
- retail and service trade
- transportation
- labour force and income tax statistics
- housing
- justice
- social services
- medical services
- education

Information was compiled from existing statistical publications or from data made available by officials in the Alberta Bureau of Statistics and other government agencies, and by private sector sources. Thoughout the document, care was taken to specify the sources of information used and the various limitations to be noted. Particular caution has to be exercised by the reader with regard to the spatial units employed. Because no data is automatically collected for the Northern Alberta Develpment Council area, most tables were prepared using boundaries of census divisions, municipalities, health unit areas, etc.

The choice of variables for treatment within each of the 15 chapters was largely a function of data availability. In the introduction, it was pointed out that data collection on some key developmental variables is either non-existent, geographically localized or irregular, or else the data was collected but not released to the public. On the other hand, the compilers attempted to prevent duplication of coverage, and readers were directed to other publications for data on municipal services in northern Alberta and for information usually associated with economic accounts.

The following is a summary prepared by the
Northern Development Branch
of

Canada/Alberta Subsidary Agreement Assessment

Authored by Co-West Associates
Edmonton, Alberta
October, 1980

Sponsored by Northern Development Branch
and the Department of Regional Economic Expansion

PURPOSE AND BACKGROUND

The study was part of a project entitled: "A Study of Socio-Economic Conditions, Needs and Service Delivery Programs in Northern Alberta". The Northern Development Branch of Alberta Tourism and Small Business commissioned the project partly to meet an obligation for a mid-term assessment of the North Agreement and partly to produce a major reference work for use by the Northern Alberta Development Council and by line departments with specific responsibilities in northern Alberta. This portion of the project was to be:

> "A description of the costs and an assessment of the impact of service programs, delivered by the Government of Alberta, which are or have been cost-shared under the Canada/Alberta Subsidiary Agreement on Alberta North. Program or project assessment should focus on the degree to which objectives of the Agreement have been met. Information should be gathered from documentary sources, unstructured interviews with key informants, and through questionaire research among a sample population of selected northern communities.
>
> Questions should be phrased in a manner that does not directly request a respondent's evaluation of a particular project. Data for this component should be presented and analysed in relation to (a) individual projects executed under the Agreement, and (b) individual communities affected".

METHODOLOGY

Research data were primarily gathered from specific documentation relating to each project, and from personal interviews with people involved on each project. A sampling of communities and projects was used that gave the researchers a representation of projects according to location, community size, implementing government department, program area (of the Agreement), budget and type of project. Every project under the North Agreement was reviewed; two approaches were used:

a) One project would be looked at in one community,
b) All projects operating in a particular community would be examined.

This allowed for a differentiation between size of communities and number of projects.

PRINCIPAL FINDINGS

The study report is organized into 4 (Agreement program) divisions and 18 (Agreement project) subdivisions. Each project is assessed generally and in each of the sampled communities where the program operated. Program 3, community services and facilities on Indian Reserves is excluded from the overall study. The following are conclusions drawn from the report:

Program 1: Human Development

Project 101: Opportunity Corps

In terms of the project's six objectives as outlined in 1976, it was assessed that all of these are being reached at some level by the Corps. The level varies by the community social and economic situation and the quality of trainees and local community support. When one sets difficult objectives, i.e., working with those with less education and distant from many economic opportunities, results should be weighed against the challenge undertaken and resources made available, The project is to be expanded into other communities and a basic reorganization and clarification of issues is currently underway. The main issue will be the way in which the various objectives are given priority within the implementing department and the field sites.

Project 103: Development of Management Capability

The objectives of this project are basically accomplished,with some exceptions, in the School Lunch part of the project. It is a well-received, well-run activity. The fundamental issue of why children do not attend school is directly addressed. The Management Capability part of the project is largely not met. This is probably due to the court case currently pending between the Metis Settlements and the Provincial Government. The few activities to date, which have sought to train council members and staff in the act of interpreting and practicing government administrative procedures, do not fully meet the project's objectives.

Project 104: Education North Phase II

Education in all its forms is a high priority concern throughout the north. In the future this project could lead to many diverse educational activities in northern communities.

Program II: Community Services and Facilities

Project 201: Northern Supplementary Fund for Sewer, Sanitary Services in Fort Vermilion

The project objective was met for this community. The follow-through needs to be clarified to local residents. It also may need clarification as to why this community received provincial and federal funds for sewer while others are receiving only provincial funds or pay all cost themselves.

Project 202: Northern Supplementary Fund for Water Supply in La Crete

The project objective was met for this community. Its application and follow-through needs to be clarified to local residents. It also may need clarification as to why this community received provincial and federal funding for water while others are receiving only provincial funds or pay all costs themselves.

Project 203: Northern Water Supply

This project has achieved most of its objectives. It still needs to deal with the issues of local maintenance and water supplies for other services such as fire protection. A plan should be developed to incorporate the future needs of these communities.

Project 204: Internal Roads in Isolated Communities

This project has met its objectives and touches an area of great concern to northerners. However, the desire for more complete access and better roads throughout the north continues to be an issue. This project needs to be related to overall northern road planning.

Project 205: Metis Settlement (Waskayigun) Housing

This project is achieving its objectives, more successfully in some communities than others. The issue of an adequate economic base for the Settlements does affect this project. The ability to acquire and maintain a house is related to employment. All participants are aware that more needs to be done.

Project 206: Isolated Communities Log Housing

This project has only briefly been assessed in one community. An impression is that the objectives are being met,but are hindered by the level of social cohesion in different communities and the lack of an established economic base in almost all the communities involved.

Project 207: Land Tenure

The brief review of this project indicates that the objectives are being worked on but it's too early to judge its success. The development of local government is not being realized but again it may be too early to judge. This is a project that is crucial in the remote north but is involved in many related, difficult issues such as land claims, population movement and concepts of ownership.

Project 208: Rural Electrification Associations (R.E.A.'s)

This was an important project meeting a very basic need of one small northern R.E.A.'s. The R.E.A., which could not otherwise have afforded the necessary changes.

Project 209: Electrification

This project has met its objectives under the Agreement. The researchers were unable to visit the communities involved but comments from northerners indicated that this has been a much appreciated service. In a very short time electricity has been brought into the lives of many people for the first time. The overall impact of this change still needs to be assessed.

Project 210: I.D. 23 Natural Gas Supply Project

This project is on the way to meeting its objectives. Because the project is part of a larger scheme of thinking regarding economic development and the quality of community life, it cannot be viewed in isolation. This statement is also true of many of the other projects undertaken under the Agreement. They relate to an evolving "plan" for northerners, particularly native northerners. This plan must be more clearly articulated, discussed and monitored. In general terms the projects do relate to the goals of the Agreement.

Program IV: Social Adjustment and Professional Development

Project 401: Employment Counselling and Relocation Services

The project is meeting its objectives. It is very highly regarded and is achieving results. Some questions arise, however, when one examines the type of person relocated and the community of origin. It may be relocating those people with most skills who already have moved to a larger centre. Further expansion of the project will mean that it will come closer to dealing with less capable people from the smaller, more isolated settlements. Success may be more modest there. We also need to look at the side effects produced on smaller settlements when those with marketable skills leave.

Project 402: Native Outreach

The project is fulfilling its mandate to promote Native employment. Awareness is being promoted, but it is difficult to document the extent to which this is happening.

Program V: Community Economic Development

Project 501: Cold Lake Regional Socio--Economic Baseline Study Phase I

It appears that the objective of this project was not met, but due to some circumstances beyond the control of the sponsors, an adjustment was made and Phase II is reported to have been successfully completed under another funding arrangement. The work undertaken does appear to fit within the terms of the Agreement.

Project 502: Rural Development Projects

These activities meet the goal of the project and Agreement objectives. Considering the small sums of money invested, the return has been very good. More funds need to be applied here along with some additional forms of training and support for local initiative. Program Area #5 has not been able to spend its allocations to date and this project area could well be expanded.

Project 503: Research and Development Assistance

The activities undertaken under this project do meet the revised objectives of the Agreement. It would probably help the communities and the Northern Development Branch if a general plan for Northern Economic Development were established. This could assist in generating requests, establishing criteria for selection and in tying these activities to other government actions.

STRATEGIC RECOMMENDATIONS

In the report are a number of suggestions or "considerations for the future of the Agreement". In addition there is the following concluding summary:

> In closing it is important to state that the researchers generally conclude that the Canada/Alberta North Agreement plays an important part in meeting northern needs through a variety of well conceived projects. In terms of the work we have done, with its limitations, we believe that the Agreement is working well. An improvement needs to be made

in relating the government community consultation process, in both project development and implementation, to the government decision making process. People need to see more of the connection between their efforts and the project decisions that are made by government departments. However, in several Program Areas, especially #1 Human Development and #5 Community Economic Development, more work needs to be undertaken to fulfill the Agreement objectives. Also, continued consultation with residents of the remote North needs to be emphasized to fulfill the Native, subregional focus of the Agreement. Only two years remain in the Agreement; additional projects or project expansion must be done quickly.

The following is a summary prepared by the
Northern Development Branch
of

Cold Lake Regional Baseline Study, Phases I & II

Authored by: Phase I - Earl Berger Limited
Edmonton, Alberta
December, 1979.
Phase II - Thames Group Research Ltd. and
The Population Research Laboratory,
The University of Alberta
Edmonton, Alberta
October, 1980

Sponsored by the Northern Alberta Development Council

PURPOSE OF THE STUDY

The major purpose of the study was to obtain an accurate measurement of the socio-economic attitudes, perceptions, and conditions of residents in the Bonnyville, Grand Centre, Cold Lake, and surrounding regions, so that it could be repeated over time. In this way socio-economic changes could be documented, giving policy makers accurate information which they could use for future programming. Phase I was basically a research design. Phase II was a refinement of the design, carrying out of the field work, and writing of six comprehensive reports. These phases have been completed. Phase III could possibly take place during construction of the Esso plant. Subsequent phases could occur to measure community stability, etc.

Three purposes of the overall project are:

(1) To establish a socio-economic baseline of the Cold Lake region which can be repeated over time.

(2) To scientifically compare socio-economic characteristics of the population before, during and (possibly) after major resource development.

(3) To establish a retrieval system for the data generated from the baseline stage and from other subsequent field measurements.

The purpose of Phase I was:

(1) To complete all the preparatory work for the successful execution of Phase II, and

(2) To establish a positive working relationship with the communities in the region, specifically with key organizations and possibly a local committee especially struck for this purpose.

The purpose of Phase II was:

(1) To perform all necessary functions in order to carry out and complete the baseline study and appropriate final report(s). The comprehensive report(s) describe the socio-economic characteristics of the region as well as significant relationships between variables.

(2) To prepare another report specifying the procedures involved in following up the baseline study in order to measure socio-economic changes within the region. This report details exact steps and procedures involved for conducting each of the main alternative types of follow-up research: (e.g., exact study replication on panel basis; cross-sectional; combination, or others). The above analysis will be done for three possible follow-up periods: 2 years after baseline (1981), 5 years after (1984), and 10 years after baseline (1989).

BACKGROUND

By far the majority of socio-economic research into boom communities falls into two categories;

(1) Review of past trends to determine what has happened.

(2) Projections regarding potential impacts on the community.

The Northern Development Branch and a broad interdepartmental committee proposed that a "baseline" approach would tend to complement the other types of research sponsored by government or industry. The area of study is shown on Figure 1 which is coterminous with the Municipal Affairs sub-regional study. In addition, two Metis Settlements were included; Elizabeth and Fishing Lake. The Cold Lake Coordinating Committee of the Alberta Government assumed overall responsibility of the project to ensure lack of duplication.

A sample of over 1075 residents (weighted sample 1311) were randomly chosen and interviewed during the fall of 1979. In addition, over 300 businesses were surveyed as well as 91 adult interviews in the two Metis Settlements. Sub-sample callbacks indicated accuracy of interviews between 94%-100%. The completion rate of interviews was 81.5%. Six reports were issued:

- Executive Summary,
- Main Findings,
- Canadian Forces Base - Cold Lake,
- Native Communities,
- Business Survey, and
- Research Methodology for Phase 2 and 3.

Because the Business Survey was completed first, it was released in August, 1980. That section of the study is summarized separately in another report. This phase took approximately 18 months to complete.

PRINCIPAL FINDINGS OF PHASE I

The study team broke down this phase into two sections:

(1) Methodology and Instruments, and

(2) Background Papers and more Detailed Interviewing Schedules.

The general conclusion reached by both the Branch and the interdepartmental committee was that the literature review of resource communities was worthwhile, but the proposed research plan and survey instruments posed serious problems. The use of time use-diaries and a host of other techniques raised questions of practicality. The decision was made that more work was necessary to firm up the research design phase.

PRINCIPLE FINDINGS OF PHASE II

The beginning of this phase involved a reworking of the research plan:

- design,
- sampling, and
- development and integration of instruments.

When this was acceptable to the Branch and steering committee, the consultants were given the go-ahead for the intensive fieldwork in the area.

1. The General Population of the Cold Lake Region

(a) Basic Demographics of the Resource Area

The population of the study area grew relatively slowly in the 1960's and 1970's with a total population increase of only about 10% over 15 years (1961 to 1976). However, the rate of growth in the urban areas, particularly Bonnyville (66%) and Grand Centre (86%), has been higher. The rural population has declined because of the out-migration of young adults and retiring farmers, falling birthrates and low in-migration. There are signs of an increase in the proportion of area residents in the early and late maturity stages (particularly ages 25 to 54), and a large increase in the proportion of the population aged 65 or over.

Dependency ratios[1] have generally fallen, and are lowest in Grand Centre. They are highest in Bonnyville because of a high proportion of older residents. The area has a high percentage of married residents. This group has been increasing in relative size in Bonnyville and Grand Centre.

Further analysis reveals several other key demographic patterns for the Cold Lake resource area:

(1) Grand Centre and Bonnyville appear to be the most viable communities in terms of population growth in the youth and working force age groups.

(2) Labour force participation rates in the area have been influenced largely by the increased labour force activity of females.

(3) The town of Bonnyville will likely remain an attractive community for the retired and widowed, primarily because of existing services and facilities.

(4) Fertility levels have declined in the Cold Lake resource area and the effect upon population growth will have to be offset by in-migration.

(5) It is evident that the divorced population in the Cold Lake communities will likely continue to increase as it has over the last fifteen years.

(6) The dependency burden in the towns of Grand Centre and Bonnyville is likely to continue its downward trend.

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[1] The ratio of the dependent population (under 15 or over 64) to the working age population (15 to 64).

(b) Geographic Mobility and Population Stability

Residents of the study area have experienced slightly higher geography mobility than Canadians in general. This is attributable to the lower stability of the population of Grand Centre where a large proportion of the labour force is employed by the Department of National Defence. However, in comparison to Fort McMurray, population stability still appears high.

Residents had lived in the Cold Lake region an average of 21 years. Less than one-sixth of the population could be classified as relatively recent migrants to the area (less than 2 years residence). Survey estimates showed that 21% of the adult population of the study area were born in the region.

Within the study area, the rural farm population was the most stable group. It had the highest proportion born in the area, the highest proportion who grew up in Alberta, and the highest proportion who moved to the region from Alberta. Of the three urban areas, Grand Centre consistently exhibited the lowest stability.

Mobility was higher among the young, the highly educated, the never-married and among those who came from outside Alberta. Turnover appeared to be relatively high for those under 30 years of age. Increased migration to the area of young, highly educated, single people from outside the province would decrease population stability within the region. Most current residents, however, intend to make the area a permanent home. Despite any anticipated negative consequences of heavy oil development, 75% of the respondents said they planned to stay in the area.

(c) Occupations and Incomes

Labour force participation rates have increased over time in all parts of the study area. A substantial part of this increase has been a product of women entering the labour force. Despite this, the present labour force participation rate in the area appears to be lower than the provincial average. Men are more likely to be employed full-time, as are younger respondents. This difference by age results in a higher full-time employment rate for Grand Centre and Cold Lake.

Residents of the study area are exhibited fairly high levels of employment stability in terms of having experienced few periods of unemployment and having held only a moderate number of full-time jobs during their working careers. Only fourteen percent of the employed had looked for full-time work in the previous year. Women and younger respondents were more likely to have been job-hunting.

Of the currently employed, 18% had professional or technical jobs, and 39% had clerical, sales or service jobs. Farming and construction accounted for about 14% each of the jobs represented in this sample.

In less than one-half of the households where respondents reported that a household member had been farming in the previous year, someone listed their occupation as farming. The remainder were employed elsewhere or were not employed full-time. Average reported gross 1978 income from farming did not appear very high, unlike the somewhat high estimates of current market values of their farms provided by respondents.

Sample members reported an average 1978 individual income of $7857 and an average total household income for that year of $17,093. This is clearly much higher than the 1978 total household incomes of the families living on the Metis Settlements in the study area (average = $5970), but lower than both Albertan and Canadian averages. A very clear relationship exists between education and income: respondents with more education report higher incomes. Partly because of age differences between locales within the study area, Grand Centre and Cold Lake respondents reported considerably higher incomes.

Employees of the Department of National Defence received the most fringe benefits, followed by government (all levels) and school employees. Housing and utilities subsidies as fringe benefits were almost non-existent.

A moderate standard of living is exhibited by the residents of this area, with better educated, higher-income residents having a better standard of living. The average non-mortgage debt for the sample with rural farm residents excluded is about $4400. Higher income households are carrying higher debts with the exception of rural farm households which, despite relatively low incomes, have much higher than average debts.

(d) Housing

Between 1961 and 1976 total housing stocks increased in the urban portions of the study area and decreased in the rural area. Grand Centre experienced the highest rate of growth (134%), followed by Bonnyville (85%) and Cold Lake (35%). The largest part of the increase in urban housing stocks was in single family housing. There was also an increase in the number of mobile homes in Grand Centre. Rapid population growth may produce a change in housing composition within the study area.

Residential mobility is relatively low, but is somewhat higher among younger respondents (under 30), and among those who lived in the three towns within the study area. As migration to the area increases, residential mobility will likely increase as well.

The average price estimated for single family dwellings by their owners in Cold Lake was $96,000. This figure seems somewhat high and may be a reflection of financial optimism, or may reflect the fact that most respondents were not seriously considering selling their homes and as a consequence simply gave an impulsive answer. For Bonnyville and Grand Centre the figures were somewhat lower. Property taxes averaged $557/year and average shelter costs for homeowners were low ($192/month), largely because 42% of the urban homeowners had no mortgage payments. Renters (30% of the urban sample) paid an average of $262/month, with little variation between the three towns in the study area. These rents were considerably lower than those in Edmonton and even lower than those found in Fort McMurray.

Parking, exterior space, privacy, places for children to play, and level of noise were given high quality ratings, particularly by rural residents. These housing features appear to be largely a function of housing density and consequently have an important effect on neighborhood satisfaction. As expected, single detached dwellings were generally rated more highly than other dwelling types. Satisfaction with housing quality increases with age of respondent but drops slightly for those over age 65. If the housing mix and the population composition of the area are altered by rapid development, perceived housing quality could change dramatically.

(e) Community Services

Sudden and large increases in population associated with industrial development will, almost certainly, place strains on service delivery systems. Hence, a baseline study of service evaluations can be useful.

Almost one-half of the respondents reported problems associated with shopping (finding specific problems or articles). Finding good recreation or entertainment were also given fairly high "problem ratings". Problems in obtaining household and automobile repairs, and problems of vandalism and theft were reported by between 15% and 20% of the sample. However, a comparison to 1979 survey results from Edmonton revealed that Cold Lake study area residents are still more likely to consider their community a safe place to live than are Edmonton residents.

Doctors and dentists received moderately positive evaluations, about equally as high as police and fire protection, shopping facilities, libraries, parks, and services for the elderly. Telephone, utility maintenance, schools, public health and ambulance services were given somewhat higher average evaluations. Snow/ice removal, street/road repair and downtown parking received relatively poor evaluations, as did hospital and counselling services. Recreation facilities were also evaluated poorly but day care services were rated considerably lower than all other services.

A tendency was noted for Bonnyville and rural residents to evaluate services more positively than Cold Lake and Grand Centre residents. Bonnyville and rural residents tend to be older and have fewer years of education. They have lived longer in the study area than have Cold Lake or Grand Centre residents. A strong and consistent relationship exists between these demographic characteristics and service evaluations. Thus, Bonnyville and rural residents may tend to evaluate services more positively simply because older people are often more satisfied with various aspects of their lives. Alternatively, some of the community services and facilities may be more oriented towards an older population. The individuals who will be attracted to the Cold Lake region as development proceeds will generally be younger and better educated than many current residents. Consequently, general levels of satisfaction with services in the study area may decrease.

Comparisons to a 1979 survey of Fort McMurray revealed that residents of that town were more likely to report problems with vandalism and theft, and with obtaining household and automobile repairs. They were also considerably less positive in their evaluation of street maintenance and repair. Expected rapid population increases in the study area may lead to reduced satisfaction with services such as these.

(f) Leisure and Recreation

Younger respondents were considerably more likely to patronize restaurants, bars and movie theatres. They also reported more frequent participation in team and non-team sports. Older residents of the study area were much more likely to attend church frequently.

Better-educated respondents attended church less frequently but went to more club or organization meetings. They also patronized restaurants and bars more often and were more likely to participate in team and non-team sports. Since younger respondents are also usually more educated, it is difficult to specify complete causal linkages. However, it is apparent that as the relative proportion of younger and more educated residents of the Cold Lake region increases, the need for more entertainment and recreation facilities for this group will increase.

Rural residents, despite lower participation rates, reported higher satisfaction with their non-work activities than did residents of the towns in the study area. Comparisons to Fort McMurray and Edmonton showed that Edmonton residents, on the average, are somewhat more satisfied with their non-work activities than are residents of either Fort McMurray or the Cold Lake study area. The larger number and greater variety of recreation and entertainment facilities in the larger community may be partially responsible for this difference.

(g) Family Life

The Cold Lake region has the high proportion of married respondents that is fairly typical of small town and rural Canada. Family sizes are generally large, and larger in the rural than in the urban areas. Over 80% of the married respondents lived in single family housing. Married respondents tended to have lived in the area a long time.

Married respondents were not particularly inclined to share traditionally sex-typed roles (men earning the money, women doing the housework). Only one-half of the respondents approved of married women working. About 41% of the wives were actually working (full-time or part-time) and 42% of married women with children worked. This value of 42% is likely inflated by the fact that included in this 42% are women who have had children but whose children are no longer living at home. It pertains to all women who have ever had a live born child. Despite this, 77% of the sample disapproved of married women with children working.

Couples in the study area reported less marital disagreement than did those in Fort McMurray. There was a high reported rate of communication with spouses, and about 44% of the married respondents said they got out with their wives often or very often. Almost 60%

reported fairly frequent interaction (several times a month or more) with kin within the area, but 30% reported no kin contact. This indicated relatively dense local kin networks compared to Fort McMurray, where 57% had no contacts with kin.

Only 5% of the couples in the sample expected to have no children, although 13% had not had any at the time of the interview. Grand Centre had the lowest birth rate and the rural area had the highest. These differences were accounted for by the social composition of the areas (different age compositions and different proportions of women in the labour force).

Although the quality of school services was rated relatively highly, over three-quarters of the parents rated day care services negatively, with extremely low ratings given in Bonnyville and in Cold Lake. Activities for teenagers were considered a problem by 73% of the sample (compared to 45% in Fort McMurray). Again, particularly negative opinions were given by residents of Cold Lake. Despite these problems, respondents (especially those in rural areas) were very positive in their ratings of the area as a place to settle permanently and raise a family. Residents were uniformly very satisfied with their family life.

(h) Associations, Neighbours and Friends

Boom towns, with their rapidly growing populations, high turnover, and social impermanence are often characterized as experiencing a shift from primary to secondary social networks. Strong primary networks are found within the study area but, contrary to predictions, secondary ties appear to be relatively well developed as well, despite the rural nature of the study area. In fact, rural farm residents had the highest levels of associational affiliation.

Participation generally increased with age (and then decreased for the elderly) and newcomers to the region appeared to be relatively quickly integrated into secondary networks. Those with higher socio-economic status reported higher participation in formal organizations, but lower church attendance.

As expected, compared to Edmonton and Fort McMurray, neighborhood ties in the Cold Lake region were very strong. Rural residents, particularly farm residents, reported knowing a much higher proportion of their neighbours than did urban residents. The development of neighbourhood ties appeared to be somewhat truncated in Grand Centre, perhaps as a result of somewhat higher turnover.

Friendship networks were stronger than those found in Edmonton, but no stronger than the networks in Fort McMurray. Newcomers were quickly integrated into friendship networks. Residents did not generally find it difficult to make or keep friends, and there appeared to be no socio-economic status barriers to participation in these kinds of networks.

Satisfaction with both neighbourhoods and friendships was high. While the latter was uniformly high throughout the study area, rural residents, especially farmers, expressed high satisfaction with neighbourhoods. Neighbourhood satisfaction increased with length of residence in the area, and was higher among older respondents. Those with higher education were somewhat less satisfied with both friendships and neighbourhoods. This may be a function of high expectations as well as the relative youth and recent arrival of many of those with relatively high education.

(i) Individual Well-Being and Attitudes Towards Change

Respondents' self-reports indicated that they felt relatively happy, and were experiencing relatively few negative emotions. They did not report a high level of powerlessness. Residents of the Cold Lake region reported roughly similar emotional states as did a comparable sample of Fort McMurray residents. There is little indication that rapid social change in Fort McMurray or anticipated social change in the Cold Lake region have led to high levels of alienation and negative emotional states.

About three-fifths of the respondents approved of the proposed heavy oil development without reservations. Less than 5% were opposed to it, and 37% approved but had reservations.

The most commonly perceived beneficiaries of development were the oil companies and local businesses. Almost three-quarters of the sample named one or the other of these groups. About one-quarter of the sample indicated that groups outside of the Cold Lake region would be most likely to benefit from development. Only 21% thought that local residents would be beneficiaries. Farmers and military service personnel were seen as the least likely to benefit. About one-quarter of the sample said that the native population and original (long term) residents of the study area would benefit least. Results from a 1979 survey of Fort McMurray provide an interesting comparison. Oil companies and local businesses were most likely to be named as prime beneficiaries of development that had occurred in that area. Over one-third said that the native population and original residents of the area had benefited least.

The expected effects of development on the residents of the area were much more likely to be negative than positive. Anticipated social problems, particularly those related to an expected influx of "undesirables" and "transients", were noted most frequently. An increased cost of living was the single most common answer given. Positive anticipated effects of development were improvements in community services (particularly shopping and recreation) and in employment opportunities.

Compared to residents of Fort McMurray, respondents were less likely to feel optimistic about their short-term financial futures and less likely to be positive about their recent past experience in this regard. While few residents disapproved of the proposed development, only a minority expected that it would lead to an improvement in their own situation or that benefits of the development would go primarily to local people.

Residents suggested that improvements were needed in the quality and availability of leisure-time activities. Over one-half recommended improving recreation facilities and programs. Improvement of shopping facilities was the second most frequently suggested change for the area. Only 15% of the respondents suggested improvements in public services (other than recreation), and a further 10% suggested improvements in planning and control (price controls, housing, land speculation).

1. Special Populations

(a) The Indian Population

Treaty Indians living on the Cold Lake and Kehewin Reserves were not surveyed in this study.[2] This report therefore relies entirely on other available information. About 600 of the 930 people in the Cold Lake Band lived near Beaver Crossing. Population growth was about 7% for the 1971 to 1976 period, with a high birthrate and a large proportion (50%) of the population under the age of 16. For the same period (1976) 465 of the 575 who comprised the Kehewin Band lived on the single reserve south and west of Bonnyville. This

[2] Both bands were invited to participate in the study but the invitations were declined.

reserve also had a high birth rate and a high proportion of the population under 16.

In 1977, the labour force of the Cold Lake Reserve (totalling 215 people) was 95% unemployed. At the same time, the labour force of the Kehewin Reserve numbered about 140 people and 55% were unemployed. While this is somewhat lower than the unemployment rate found for the Cold Lake Reserve, the high proportion of young residents probably means continued high unemployment unless more jobs can be created. While there are some successful businesses operated by Kehewin Band members, there appears to be few signs of the rapid and large scale development needed to solve persistent problems. On both reserves there is a high (and increasing) dependence upon Social Allowance payments.

While housing was considered to be adequate on both reserves, amenities were not. On the Cold Lake Reserve, 15% of the dwellings lacked electricity, 90% had no running water, and 95% had no sewage system. Two-thirds had no telephone. On the Kehewin Reserve all the houses had electricity, but 97% lacked sewage facilities. Since 64% had running water and 89% had telephones, there appeared to be a better developed service system than was present on the Cold Lake Reserve.

(b) The Metis Settlements

A total of 91 residents of the Elizabeth and Fishing Lake Metis Settlements were interviewed (44 females and 47 males). Households were large (4.9 members) compared to general population households in the area (an average of 3.2 members). About 32% of these adult respondents had not completed more than four years of education. Unemployment was high. Only 32% of the sampled females and 21% of the sampled males were employed when interviewed. Most respondents had had a full-time job at some time during the previous year, but jobs were only available for short periods.

Household incomes were less than one-half of those received by the non-Metis population (approximately $6,000 versus $17,000), and respondents were neither positive about their economic past nor optimistic about their future. While virtually all the Metis lived in single detached housing, conditions were less than satisfactory in most. About 70% had no bathrooms (versus 3% in the general population), and only about one-half had telephones compared to 95% among the non-Metis. The Metis obviously have a substantially lower standard of living than do other residents of the study area.

The Metis population exhibited a level of community integration similar to other rural respondents in the area. The vast majority had lived their complete lives in the area, and intended to stay. Social support networks appear to be relatively well developed, but the level of material resources was low.

The Metis respondents in this survey were more divided about development than was the general population of the study area. A higher proportion were in favour (65% versus 58%), but a higher proportion were also opposed (13% versus 5%). Even though they indicated that heavy oil development was less important to them (perhaps because of the large distance between the proposed plant and the two Metis Settlements), the Metis generally were positive about it,

(c) CFB Cold Lake

Canadian Forces Base Cold Lake comprises the largest single population group in the study area (5474 people in 1976). With a wide range of recreational and commercial facilities, it is a relatively self-contained and well equipped community. The residents of the base are treated as a special population in this study because of this fact, and because of their high geographic mobility. For these reasons, they will likely experience fewer effects of development.

Of the 372 interviews completed on the base, 13% involved commissioned officers. Since military personnel are recruited young and retire early, it is not surprising to find that they are much younger than the general population (an average of 30 versus 43 years of age). They have lived in the area an average of 2.4 years while the rest of the sample members have lived there an average of 20.6 years. Non-barracks residents on the base have larger households, since couples are generally younger and few children have left home. A higher proportion of the base population are single and they have higher educations than do residents of the rest of the study area.

In spite of their better education, personnel at the base are at a slight disadvantage in terms of income. They do receive a number of benefits that may compensate for such differences. Rents are lower, but evaluations of housing quality are also much lower than those given by other residents of the study area.

Respondents from the base were somewhat less satisfied with their friendships, standards of living, and their neighborhoods. All of these factors may result from the high turnover on the base, the relatively low pay, and the high expectations of young, mobile, highly educated men and women.

CONCLUSIONS

The purpose of Phase II was not to formulate a series of recommendations, but rather produce a comprehensive pre-development baseline of information. Nevertheless this snap-shot of the region produced a vast amount of data which can be used by planners, program developers and implementers for use in their area of interest.

The following is a summary prepared by the
Northern Development Branch
of

Grande Prairie Region Community Impact Study

Authored by Carcajou Research Ltd.
Edmonton, Alberta
November, 1980

Sponsored by The Grande Prairie and District United Way,
Alberta Environment, and
the Northern Alberta Development Council

PURPOSE OF THE STUDY

The study was commissioned in June, 1980 by three parties; Alberta Tourism and Small Business on behalf of the Northern Alberta Development Council, Alberta Environment, and Grande Prairie and District United Way. A major impetus for the study was a number of briefs presented to the N.A.D.C. in 1979 and 1980 by various Grande Prairie organizations. Specific requests for a community study were made by Grande Prairie and District United Way, Preventive Social Services, and Grande Prairie Chamber of Commerce. Direction for the study was provided by a Steering Committee comprising representatives of these local organizations and the sponsoring agencies.

BACKGROUND

Studies on the Grande Prairie region during 1978-79 indicated that:

1. Population growth over 1971-79 was 56% (7,350 people) for Grande Prairie City and 41% (10,020) in Grande Prairie and Region;
2. Employment opportunities to 1985 were estimated to range from 3,340 - 6,665 which indicated a rise in population for the Region of 8,700 - 17,000 people;
3. Grande Prairie and Region was defined as a "boom" area by all definitions; and
4. Because growth could not be attributed to the actions of one company, Alberta Environment could not call for an Environmental Impact Assessment (EIA).

OBJECTIVES

The overall objective of the study is to serve as the beginning of a locally-based planning process, leading to a greater understanding of the social characteristics of the region and better services to people.

Specific objectives included:

1. To review recent economic activity in the Grande Prairie region and to project population numbers and characteristics for the next five years.
2. To review various "social services" in the communities and discuss their relationship to community well-being.
3. To assess the effect of population growth on these services and identify possible problems.
4. To collect residents' perceptions on the social and service needs of the community and the effects of population growth.
5. To recommend improvements to services and methods of minimizing the adverse effects of rapid growth.
6. To evaluate the Preventive Social Services program and to report separately to the P.S.S. Board.
7. A study area to include the City of Grande Prairie, the County of Grande Prairie, the Towns of Beaverlodge, Sexsmith, and Wembley, and the Village of Hythe.

PRINCIPAL FINDINGS

1. Research Method

All conclusions have their roots explicitly or implicitly in the formal interviews. Other sources were used in a supplementary way. A good deal of judgment went into the analysis, which was compensated for by consultation with the Steering Committee and members of the Community Resource Group during the analysis.

2. Regional Growth and Economic Outlook

The region's basic economic activities are agriculture, forestry and the oil and gas industry. Prospects for all of these are judged to be reasonably solid, although economic and political developments in the oil and gas industry will probably cause development to fluctuate, as in the past. Average annual population growth during 1976 to 1985 is expected to be between 5½% and 6%, giving the region between 48,000 and 50,000 inhabitants by 1985.

3. The Reactions of People to Population Growth in the Grande Prairie Region

Rapid growth in the region has produced sharp increases in household formation, and in the clientele of migrant services. Statistics on other social service agencies do not show such spectacular increases. The incidence of criminal offences and traffic accidents has risen sharply.

Major effects have been felt more strongly in the City than in the rest of the region, even though other communities such as Sexsmith and Wembley have grown more quickly.

Many well-established families have not had their lives unduly disrupted, and may even have benefited substantially from growth. Serious effects tended to be felt most strongly by the elderly (especially those living near the downtown area), renters on fixed or moderate incomes, firt-time home buyers, single parents, and youth.

Growth and construction activity have produced many minor irritants. People have become wary of crime. Although recorded crimes are mainly against property, violence is relatively rare. Living costs have risen sharply, on top of which households experience economic pressure produced by high consumption and comparisons with others in the community. Rapidly-shifting population characteristics have created problems with physical planning. Residents find the presence of large number of young men employed in oilfield work and construction distressing, especially since these people have come to dominate life in the downtown area. The City has been the destination for many job-seeking migrants, and all communities have many new households. All this has produced pressures on youths, and on family, neighbourhood and community life.

STRATEGIC RECOMMENDATIONS

The City will require the most complex strategy to deal with rapid growth. The recommended elements of this strategy are: coordination of services by means of committees containing representatives of agencies and the general public; redefinition of the terms of reference for physical planning of new neighbourhoods and the community as a whole; a program to help strengthen family life, operated by P.S.S. and involving many agencies; a "Know Your Neighbours" program coordinated by the City; a coordinated approach to management of services to migrants involving all the concerned agencies; and a cost of living program operated through a new Prices and Rents Board.

The smaller centres require a less elaborate strategy and will, to some extent, benefit from improvements in the City. All communities could benefit from their own family life and "Know Your Neighbour" programs, appropriately tailored to local circumstances, and from enlargement of the scope of physical planning.

1. The Social Services System

(a) Major Services

(i) Preventive Social Services - In order to concentrate the agency's efforts in preventive directions, combining existing programs into two main programs was recommended:

- A Special Groups Program to serve elders, people with mental and physical handicaps, single parents and newcomers to the community; and

- A Child Development and Youth Services Program, with its own planning committee, to seek a unified approach to pre-school programming, and to extend present preventive work to children of younger ages.

Two new programs were recommended:

- A Family Life Program with its own planning committee; and
- A Community Liaison Program to place community workers in the smaller centres of the region.

The evaluation also recommended that P.S.S. establish its own research arm, and that the P.S.S. Board be expanded to include people who are not municipal councillors from each member community.

(ii) Law Enforcement and Crime Prevention - The study recommends an increase of at least one officer per shift, and preferably two. The need for more half-way house beds has to be examined.

(iii) Public Transportation - The study recommends that the City invite social service agencies to participate in the planning of routes and schedules for the new public transportation system.

(iv) Health Care - The region has a highly-developed system of health care, with well established processes for generating improvements as need requires and as the population grows to support them. No recommendations are made in this study. Because of perplexities surrounding Mental Health Services statistics, a formal evaluation of that program is suggested.

(v) Leisure Services - Recommendations are made to bring the leisure services system into full participation in the Family Life and "Know Your Neighbours" programs.

(vi) Education - No recommendations are made, beyond suggestions for participation of the system in the other strategic programs.

(vii) Emergency Services - No serious issues were raised concerning emergency services. Processes for improvement are in place and seem to be working.

(viii) Housing - Many of the concerns about housing are taken care of by the recommendations on physical planning, which must include provision for adequate numbers and types of housing. The study recommends that planners also try to preserve the older neighbourhoods of the City. Active consideration of the expansion of Civis Housing is recommended.

(ix) Spiritual Care - The area has many churches of many different kinds. Active participation by the churches in the Family Life and neighbourhood programs is suggested.

(b) Services to Specific Client Groups

(i) Abusers of Drugs and Alcohol - Primary responsibility for services to these people rests with the Alberta Alcoholism and Drug Abuse Commission. The Study recommends that AADAC convene a project committee to resolve the question of a detox centre, and that AADAC provide some funding for the Cool Aid program.

(ii) Elders - The Study recommends changes to the role of the P.S.S. Senior Citizens' coordinator and a new funding formula. Elders should be a priority group for the P.S S. Special Groups Program and its system of neighbourhood services. Special planning to ensure that the public transportation system is well designed to serve elders is recommended. The study recommends changes to building codes to ensure that they are potentially accessible by handicapped people. Finally, the study recommends creation of an Elders' Planning Committee, organized by the Health Unit, to coordinate planning and programming.

(iii) Persons with Mental and Physical Handicaps - Recommendations for changes to planning processes for public buildings and for planning of public transportation routes, schedules and equipment are made. In order to improve coordination and planning, a coordinating committee on services to the handicapped is recommended, with broad representation among interested agencies.

(iv) Single Parents - Single parents will benefit from the Cost of Living, Family Life and neighbourhood programs ("Know Your Neighbour" and P.S.S.). It appears that a new day-care centre is needed, and action to plan that is recommended, along with planning of after-school care by P.S.S.

(v) Pre-School Children - Because so many migrants are young families, services to pre-school children are especially important. The most fruitful avenue for development of coordinated services, is through the Alberta Early Childhood Services concept, which has been implemented only on a limited scale.

(vi) Youth - Consideration should be given to some sort of unprogrammed recreation or drop-in facility to replace "the street" for young people. Their interests also have to be taken into account in planning public transportation.

2. Implementation (City)

The key to implementation lies in the creation of various boards and committees that have been recommended. For each a lead agency has been specified, and that agency should undertake the negotiations leading to formation. Each board or committee can then consider the specific matters that lie within its terms of reference, and plan its program, either guided by this study, or not, as it chooses.

3. Implementation (County and Smaller Centres)

Some of the committees recommended for the City are, or could be, regional in scope. The Old Folks' Committee and the Child Development and Youth Services Committee could be regional in nature; both are led by regional agencies (Health Unit and P.S.S.). Each community should have its own Family Life Committee.

The initiative for implementation of ideas in the smaller centres and the County rests with the councils, probably with the assistance of P.S.S.

4. Implementation and Predictions

All the recommendations for specific sectors are relevant to the planning and delivery of services to people that are in the region now. If growth is slow for the next few years, or if it is fast, the needs will be pretty much the same, although the numbers of people and the pace of change may differ. The Family Life, "Know Your Neighbour", physical planning, cost of living, and coordination programs are all based on the identification of present needs -- needs which are unlikely to diminish whichever way the future unfolds. The only program that might be reduce if growth slows is migrant services.

The following is a summary prepared by the
Northern Development Branch
of

A Study of Economic Growth in the Lower Peace Sub-Region

Authored by Peter C. Nichols & Associates Ltd.
Edmonton, Alberta
March, 1981

Sponsored by the Northern Alberta Development Council
in cooperation with :
the Peace River Regional Planning Commission, and
the Northwestern Regional Economic Development Council

PURPOSE OF THE STUDY

This study was commissioned in April, 1980 by the Northern Development Branch of Alberta Tourism and Small Business on behalf of the Northern Alberta Development Council. The Northern Development Branch required current regional economic data to assist the Northern Alberta Development Council and the Northwestern Regional Economic Development Council in their activities. The Branch also needed a reference source for the Alberta North in the 80's Conference held in late 1980.

The study has proceeded in cooperation with the Peace River Regional Planning Commission (PRRPC) which is currently preparing a regional plan. As part of the planning process, the Commission requires an overall assessment of economic growth potential and expected development impacts in various parts of the Peace River region.

BACKGROUND

The study involves an examination of the resource capabilities and economic structure of the Lower Peace sub-region and analyzes the probable economic growth of the study area over the next 15 years. A separate but companion report reviews the social conditions in the study area and the implications of future growth in terms of facilities and services delivery.

The sub-region has boundaries coterminous with those of Improvement District No. 23. It includes the towns of High Level and Rainbow Lake, hamlets such as Fort Vermilion and La Crete, several Indian Reserves and one Metis Settlement. The sub-region encompasses an area equal to one-sixth of Alberta but with an estimated population of only 13,000 persons. It is one of the least densely settled parts of the Province.

OBJECTIVES

The overall objective of the study is to assess past, present, and future trends in the leading economic sectors of the study area and to determine the approximate magnitude, form, timing, distribution and related impacts of anticipated growth over the next fifteen years.

The main objective was realized through the following sub-objectives:

1. To review the historical development of the area.
2. To analyze population trends.
3. To analyze the resource base to determine current land use as well as future potential development.
4. To examine the regional economy by sector in order to assess future growth.
5. To review the level of services and infrastructure and examine the implications of anticipated growth in the sub-region.
6. To examine the major social impacts that might stem from the projected development of the sub-region.
7. To project future land use changes.

PRINCIPAL FINDINGS

1. Current Population Trends

The population of the sub-region expanded by an estimated 6% annually over the past decade. During the period 1971 to 1976, most of the growth was concentrated in the Fort Vermilion-La Crete agricultural area and on the Indian Reserves, but the sub-regional growth in more recent years has been shared also with the urban centres, which have grown rather quickly since 1976. The net in-migration to the Lower Peace is currently estimated to be about 500 persons annually.

2. Demography

The sub-region has a number of noteworthy socio-demographic features. These include a remarkably young age-distribution, large family and non-family household sizes, and a high rate of natural population growth. People of native origin account for approximately 30% of the sub-regional population. Average education and income levels lag considerably behind regional and provincial levels, although there are some local exceptions, most specifically in the Rainbow Lake area.

3. Infrastructure

Over the past two decades, the Lower Peace has witnessed a continuing improvement in the range and level of physical infrastructure available to its residents. This trend has been generalized throughout the Province, of course, but has also been prompted by the on-going resource development and population growth of the study area. While there is little question that levels of service in the sub-region lag those in the more populated and accessible areas to the south, the Lower Peace is, by virtue of the infrastructural developments that have occurred, much more integrated with the provincial economy than it was only a few years ago.

The most pressing infrastructure priorities perceived by local residents appear to involve:

- Improvements and extensions to the road network;
- Improvements in air services and facilities, particularly in the smaller communities;
- Improved recreation facilities in order to provide more leisure time alternatives and to reduce labour and population turnover levels;
- Piped water and sewer facilities in the smaller settlements; and
- Better grain handling procedures in the La Crete-Fort Vermilion area.

4. Government And Commercial Sector

The local availability of governmental and commercial services in the sub-region has increased over the years. Notwithstanding the growth in the sub-region's commercial sector, it is evident that a significant share of retail and service expenditures is made outside the sub-region in centres such as Peace River, Grande Prairie, and Edmonton. Although the proportion of expenditures made outside the sub-region will likely decline over time, it is clear that many higher-order types of goods and services will continue to be available to residents only outside the Lower Peace.

5. Historical Economic Impacts

Much of the economic growth of the sub-region has occurred within the past two decades. Prior to that, hunting, fishing, and trapping constituted the major forms of activity for the predominantly native people in the area. Improvements in road and rail access had a major economic impact by encouraging the expansion of the agriculture and forestry sectors, and in the mid-1960's oil and gas were discovered. These three industry sectors have provided the basis for much of the economic growth over the past few years. The development has not been uniform, however, and the native communities particularly have not participated equally in the growth that has occurred.

It should also be stated that the proportion of the sub-regional population that is employed is markedly lower than provincial and regional levels.

6. Basic Industry

An analysis of the basic industry sectors in the sub-region has been undertaken in order to prepare employment projections for the period 1980 to 1995. It is concluded that:

- Little expansion in theeconomic importance of hunting, trapping, and commercial fishing can be foreseen at this time.

- The agricultural sector will continue to expand through higher productivity and the development of new lands, but at a rate lower than has been experienced in recent years. While this is generally true, agricultural development appears constrained by the necessity to expand into more marginal areas. As far as growth is concerned, it is estimated that the number of farms in the sub-region will increase by ten to twenty farm units per year over the next fifteen years.

- The forest resources of the sub-region are not fully utilized at the present time and there is potential for further expansion in this sector. However, the growth in the forest industry is not expected to match that which has occurred over the past decade. Some increase in sawmill capacity and the possible development of a thermal-mechanical pulp mill may be anticipated over the period 1985 - 1995. No significant change in industry activity or employment is foreseen in the next few years. Under the most "probable" case, employment in the industry could increase by 1990 to 1995 to about 40% over present levels.

- Since the development of oil and gas in the Rainbow Lake area in the mid-1960's, the petroleum sector has become an important one to the sub-region. Related sub-regional employment could increase by between one-quarter and three-quarters over the study period. The increase in absolute employment is less significant however, and reflects the fact that the industry is capital intensive.

8. Service Sector

The service sector of the economy is likely to experience continued growth:

- The expansion in the retail and service trade industry will be disproportionate to that in the basic-industry sector as a consequence of the sub-regional population reaching threshold sizes that can support higher-order facilities.

- The public administration sector is also likely to grow relative to the rest of the economy because of the increased emphasis on the decentralization of the delivery of services.

- The small population of the sub-region, the distance from major population centres in the Province, the small number of tourist destination attractions, and the limited user-capacity of available recreation resources will limit the extent to which the tourist industry will develop in the Lower Peace. The ultimate routing decision with respect to improved access to Wood Buffalo National Park could have some impact on the Lower Peace with respect to its long term tourism potential.

9. Employment Projections

The report provides low, probable and high employment scenarios derived from individual sector analyses for the sub-region. Non-basic employment estimates were calculated using an appropriate "multiplier".

The number of jobs in the sub-region is expected to grow from the 1980 employment base of 4,100 positions by 1.2% to 2.8% annually over the next 15 years. Under the probably development scenario, employment growth is estimated to be 2% per year. This is well below the growth experienced over the past several years, during which the forestry, oil and gas, and agricultural sectors were all undergoing fairly rapid expansion.

10. Population Projections

Population projections are calculated using the employment projections for the sub-region. Under the low scenario, the population of the Lower Peace might decline by as much as 7% between 1980 and 1995 (i.e. an annual rate of change of -0.4%). In the probable and high scenarios population is projected to increase by 5% to 12% and 19% to 26% respectively over the 15 year period. The annual rates of growth implied by these increases are quite modest, amounting to 1.6% per year under the highest set of projections. As with the employment projections, these growth rates are well below those experienced in recent years.

The study team feels that the figures derived under the probable and high scenarios are the most appropriate to be used; accordingly, the population of the sub-region is projected to be in the order of 14,000 to 16,000 persons by 1995. Population distribution in the rural area will remain stable. High Level is projected to reach approximately 3,100 to 3,600, while Rainbow Lake should increase to 1,300 persons.

The relatively low growth reflects in large part the reduced potential for employment generation in the basic resource sectors which have sustained the rapid expansion in the past. It is also attributable to changes in labour force patterns and demographic characteristics.

STRATEGIC RECOMMENDATIONS

It was not the purpose of the study to offer recommendations about what should be done. Rather the focus of the project was on the current situation and probable future growth.

The implications of the findings have not been dealt with in the study. That task is left to the various planning bodies which have a direct responsibility for or stake in the region.

The following is a summary prepared by the
Northern Development Branch
of

A Study of Social Impact in the Lower Peace, North Peace, and East Peace Sub-Regions

Authored by Peter C. Nichols & Associates Ltd.
Edmonton, Alberta
March, 1981

Sponsored by the Northern Alberta Development Council and
the Peace River Regional Planning Commission
in cooperation with:
the Northwestern Regional Economic Development Council

BACKGROUND TO THE STUDY

In April, 1980 Peter C. Nichols & Associates Ltd. was engaged by the Peace River Regional Planning Commission (PRRPC) and the Northern Development Branch of Alberta Tourism and Small Business (on behalf of the Northern Alberta Development Council), to undertake studies of economic growth and social impact in the Lower Peace, North Peace, and East Peace sub-regions of northwestern Alberta.

PURPOSE OF THE STUDY

The studies were required by the PRRPC to assist it in the preparation of a Regional Plan. The Northern Development Branch, on the other hand, required current regional economic data to assist the Northern Alberta Development Council and the Northwestern Regional Economic Development Council, and to provide a reference source for the Alberta North in the 80's Conference which was held in late 1980.

This document includes only the social impact component of the studies undertaken and it combines the three relevant sub-regions. Separate companion reports have been prepared with respect to the economic growth of each of the sub-regions.

SPECIFIC OBJECTIVES

The overall objective of the economic growth and social impact studies is to assess past, present, and future trends in the leading economic sectors of the study areas and to determine the approximate magnitude, form, timing, distribution and related impacts of anticipated growth over the next fifteen years.

The specific objectives of the social impact investigations are to examine the present situation in the sub-regions with respect to the delivery of essential social services, and to assess the implications of the anticipated economic growth in terms of future service requirements and delivery. The identification and analysis of future social impacts necessarily follow from the economic growth studies and it is important, therefore, in reviewing this report, that the reader be aware of the main elements or findings of the companion economic reports.

PRINCIPAL FINDINGS

As noted previously, the study has three companion documents: economic studies of the Lower, North and East Peace Sub-regions. Below is a 'thumbnail' sketch of the major anticipated trends for each sub-region.

Lower Peace Sub-region

In the Lower Peace sub-region a reduced rate of economic expansion from past levels is expected, with the rural population likely remaining stable and the urban population exhibiting moderate growth. The lack of identifiable employment opportunities in the isolated and predominantly native communities is particularly significant. In the Fort Vermilion-La Crete agricultural area, it is unlikely that farmland expansion will be sufficient to meet the growth requirements of the local population, which has strong ties to the farming sector.

North Peace Sub-region

Prior to about 1990, minimal rates of economic growth are anticipated in the North Peace sub-region; the rural population will be subject to continuing de-population patterns while the urban population will remain quite stable. The sub-region will experience out-migration flows during this period. The development of a commercial oil sands project in the early 1990's would have a dramatic economic impact on the North Peace and particularly in the Grimshaw-Peace River-Nampa area. The impact would extend over both the construction and operational phases of the project and affect the demand for a broad range of services. The possible development of the Dunvegan hydro-electric project would have more limited and short-term economic consequences to the sub-region, although the local impact during the construction phase in terms of various social, recreational, and health services could be significant.

East Peace Sub-region

Limited economic growth is anticipated in the East Peace sub-region, with the exception of certain localized areas such as Valleyview. The rural population is expected to decline over the study period while the urban population is likely to remain stable. The lack of employment opportunities in the predominantly native communities is considered to be particularly serious in the context of present socio-economic deficiences.

IMPLICATIONS FOR FUTURE SOCIAL IMPACTS

Out of the economic studies then come three major points to consider in forecasting social impacts. These points are:

- Changes in the population age-profile toward a higher proportion of adults and elderly persons will have impacts on the delivery of health, social, and recreational or leisure services in the sub-regions.

- The on-going reductions in household sizes will generate increases in the housing stock proportionately higher than increases in the population.

- The potential development of the Dunvegan hydro-electric project near Fairview, and a commercial oil sands project northwest of the Town of Peace River, could have significant social impacts on the North Peace sub-region and would alter demands for a variety of service functions. The two projects are dissimilar in respect of the nature and magnitude of their impacts. However, the social and economic consequences of the Dunvegan project would be confined primarily to its construction phase, and this would mitigate against making commitments to provide long-term increments in service delivery capability and infrastructure capacity. The dimensions and long-term impacts of the oil sands development are much more significant and require a balancing of service delivery between both the plant construction and operational phases.

SOCIAL IMPACTS

In terms of the present status of service delivery in the sub-regions, some of the more important concerns are as follows:

Education

- Low levels of native educational attainment and relatively poor access to programs and facilities.

- Limited access in the sub-regions to education and training in the trades and skilled occupations.

- School operational and financial problems general to northern areas.

- Curriculum orientation toward southern, urban conditions.

Health Services

- Manpower recruitment and retention problems, particularly in smaller and more northerly urban centres.
- Inadequacies in health conditions in isolated communities; these are exacerbated by general deficiencies in socio-economic conditions and infrastructure standards.
- Alcoholism, which induces demands on a spectrum of other services.

Social Services

- Difficulties in effectively delivering services to smaller, isolated centres.
- Demand exacerbated by high unemployment, low incomes, and inadequate infrastructure standards in remote communities.
- Needs compounded by population mobility and turnover in resource centres.
- Staff recruitment and retention problems.
- Disproportionately high share of social services demand attributable to Native population.

Housing

- Basic housing amenities in the North largely a function of the type and size of community. Housing conditions in the larger urban centres tend to be similar to those in more southerly parts of the Province while conditions in the smaller, unincorporated, and native settlements are generally poor.

- Housing shortages reported in Peace River and High Level, the latter with respect to rental accommodation, and centres such as Hines Creek and Manning are in need of housing upgrading.

- A backlog of unsatisfied housing requirements in the native communities, where the poor housing conditions contribute to inadequacies in other service delivery areas.

- Province-wide criteria used for locating RCMP detachments and establishing staff quotas; this results in a lower relative level of police service in many parts of the North, as measured in terms of response times to emergencies and policing visibility.

Fire Protection

- Relatively low levels of fire protection; economies of scale in provision of fire protective services mean that service levels are normally higher in larger urban centres.

- The efficacy of the fire protection capability is also tied to the standard of other local services such as road access and the water system.

- Communities in the non-agricultural parts of the North are less likely to have opportunity to participate in joint-use services and to share facilities with other municipalities.

Recreation

- No specific standards regarding appropriate levels of recreation services and facilities; smaller and more isolated centres have fewer opportunities and a lower capability to develop leisure services, because of their small population and financial base, and limited institutional development.

- Relative lack of leisure alternatives in the North; this is particularly significant in terms of the high proportion of children in the local population, and probably contributes as well to the high population turnover and employee recruitment and retention difficulties.

STRATEGIC RECOMMENDATIONS

It was not the purpose of the study to offer recommendations about what should be done. Rather, the focus of the project was on the current situation and probable future growth.

The implications of the findings have not been dealt with in the study. That task is left to the various planning bodies which have a direct responsibility for a stake in the region.

The following is a summary prepared by the Northern Development Branch of

Socio-Economic Overview of Northern Alberta

Authored by Co-West Associates
Edmonton, Alberta
April, 1981

Sponsored by the Northern Alberta Development Council

PURPOSE AND BACKGROUND OF STUDY

In February 1980, Co-West Associates was selected by the Northern Development Branch, Department of Tourism & Small Business, to engage in a study of "Socio-Economic Conditions, Needs and Service Delivery Programs in Northern Alberta". THe entire project was to include 11 tasks and was a cost-shared project with the Federal Department of Regional Economic Expansion under the auspices of the Canada/Alberta North Agreement. The work was guided by the Northern Development Branch with the assistance of a 13-person interdepartmental monitoring committee involving representatives from DREE and ten provincial departments.

The first report in this project was published in October, 1980 and is entitled Canada/Alberta North Subsidiary Agreement Assessment. It consists of a review of the various projects cost-shared under the Agreement.

This second report focuses on the topics of social and economic concern to residents of northern Alberta as indicated in recent literature and from discussions with northern residents and knowledgeable government officials. It also includes the consultant's perspective on future directions for government programs in the North. The report was to be used as a reference work to provide assistance to the Northern Alberta Development Council in setting its work priorities. It was also prepared as a guide for the various provincial government departments which deliver programs and services in the North. A more detailed history of the development of this project and its purposes can be obtained from the Northern Development Branch.

The basic operating approach taken during the research included regular consultation with the Northern Development Branch and reporting sessions with the interdepartmental monitoring committee. Altogether, five report sessions were held with the Committee and many meetings took place with Branch members either in Edmonton or Peace River. These meetings provided direction, suggestions and critical reviews of the reports.

Definitions

Northern Alberta

In this report the terms "Northern Alberta" or "Alberta North" or "The North" will all refer to the Northern Development Council designated area. This boundary includes the Improvement Districts 15-24, the Municipal Districts - 87, 130, 133 and 136 and the Counties - 1, 12 and 19.

Where a particular community or political unit is referred to, it will be identified. The only other specialized term used is the "remote North" which refers to the people, essentially of Native ancestry living on Indian Reserves, in Metis Colonies and in other smaller, more isolated northern communities. This term is part of the 1978 Canada/Alberta North Subsidiary Agreement and is generally used by the Northern Development Branch and the Northern Alberta Development Council.

Concerns

This terms is used to indicate any statement that expresses a worry about any community or regional condition or any deficiency in a service area. These statements can refer to either social or economic matters or both. They can be specific or general in their wording but reflect an individual's feeling that something is not right or not going well and that this disturbs life in the community or in the region.

Report Organization

Chapter 1	Contains an introduction to the study including sections on the background, definitions, the research approach, data sources and limitations. Summary highlights and observations from Chapter 2-7 are presented.

Chapter 2	Presents a brief history of the development of northern Alberta from the time of the fur trade to the present.
Chapter 3	Presents a brief discussion of several major development theories in relation to underdeveloped areas and to northern Alberta.
Chapter 4	Provides a description of the economic development of northern Alberta from the early 1900's to the present and point out problems in the northern economy.
Chapter 5	Includes a brief review of recent literature on northern Alberta and focuses on economic and social concerns identified.
Chapter 6	Provides a picture of social and economic concerns as identified from interviews with a large number of Northerners and government officials. This material is also supplemented by questionnaire results from another small group of Northerners.
Chapter 7	Provides a more detailed look at six areas of concern and government approaches to programming in these areas. The concerns discussed are alcoholism, education, social and health services, business life, local government and housing.
Chapter 8	Provides the consultant's observations, indicates directions for the work of the Northern Alberta Development Council and points out further northern research requirements.

Each of the chapters can be read independently. Each one addresses a topic of research interest and provides a partial picture of economic and social concerns in northern Alberta. Together the chapters provide an introduction to the policy-oriented discussion which follows. They lay the ground work for our suggestions as to future government programming and research in the North.

Consultant Observations and Suggestions For Change

Our approach in this Chapter is to note our observations as to the problems faced by Northerners and indicate some directions for change. It also includes some suggestions for the work of the Northern Alberta Development Council.

Northern Concerns and Problems

1. From the standpoint of many government officials there are really very few problems unique to the North. Many of the concerns raised by Northerns are seen as existing in the South. Many have been identified before.

2. Government officials are well aware that they are responsible for all of Alberta and tend to favor programs that are applicable across the province. However, a number of specialized programs have been developed for the North, e.g., the Canada/Alberta North Subsidiary Agreement; or have been developed with Northern needs in mind, e.g., the Cooperative Housing Action Program of the Department of Housing and Public Works.

3. It is our impression that Alberta government departments prefer to develop separate programs with high applicability in the North rather than to modify existing provincial programs. It is also a high priority and therefore budgets to some Northern needs, e.g., water, sewer and roads. Another mechanism utilized is to assign high proportions of new staff to Northern positions.

4. Our study indicates to us that the North is a high priority item for most government departments and considerable staff planning and crisis intervention time is spent in dealing with Northern problems.

5. The Northern Alberta Development Council and the Northern Development Branch exercises considerable influence on both the ministers of the departments. Their work in raising issues and in encouraging government action is very well known. They are powerful lobbyists for the North. The local M.L.A.'s, most of whom have a keen interest in Northern issues, also contribute to the high visibility of northern problems.

6. The fact that large-scale economic development projects are planned for the North, also gives most parts of the North a high profile for government departments and for industry. It is clear that these industrial developments have helped create a number of programs which address northern concerns, e.g., the relocation and employment of Native people.

7. There are several features which do give the North a uniqueness and these must be kept in mind.

   - Its physical infrastructure is not as well developed as the South.

   - It is geographically vast and distance between communities and to Southern Centres is great.

   - It has a very high proportion of Native people; many of whom live in very small communities.

   - It contains all the Metis Settlements in the province.

   - Its east-west road connections are almost non-existent and airplanes are a major, expensive form of communication and transportation.

- Its sub-regions are very distant and differ greatly from each other. These regions do not always coincide with political or government service boundaries.

- It has very high freight costs, and there is more expense involved to provide services in the North than in the South.

- It will contain the two, multi-billion dollar, megaprojects involving tar sands and heavy oil. There will likely be more of these in the future.

- It has the largest number of new resource towns and is preparing to develop more.

- It appears to have one of the highest turnover rates for professionals of all types.

- It has a low population density.

- It has a large number of transient in-migrants.

- It has a large number of local residents who frequently travel in and out of the Region.

- It is an area of primary resource development with very little secondary industry.

- It contains significant hydro-electric possibilities on the Peace and Slave Rivers.

- It has much land almost entirely government owned and controlled. Development is directly connected to Federal and Provincial government policy and initiative.

- It has much less local government than does the South. Most of the area is under provincial government political control.

- It is perceived as Alberta's last frontier on the verge of great economic opportunities.

- It is an area wherein many people feel dependent. Dependent on others to make major decisions about their lives and dependent on others for most services.

8. What the above list indicates is that, while the North's specific problems are for the most part, faced by other Albertans, the North has special conditions that intensify or give a unique flavour to their needs.

9. If we interpret our material, both interview, literature and questionnaire correctly, the following are the North's major needs and problems:

   - Most decisions affecting the economy of the North and thereby the people and communities within it, are made outside the North either by the senior levels of government or by various major resource industries. More local government and more local input in the region's economic decision-making is required.

   - The economy of the North is subject to marked fluctuations depending on the international market place and on federal-provincial and foreign government arrangements. This is especially true for agriculture, water, forestry, furs, gas, coal, and oil. More local input into economic planning, production and marketing is required.

- There are a large number of unresolved issues with Native people in terms of land claims, treaty rights and land tenure. This provides much uncertainty for Native people as well as for non-Native who seek to live and work in the North. More consultation with Native groups and a resolution of issues is required.

- There is a very serious concern with the quality and availability of education both in the Northland School Division and in various local school districts. Dropouts are seen as a serious problem and is a major concern affecting Native and Native people. The quality of education is also related to the retention of all needed professionals in various northern communities. An up-date of the 1976 Assessment of Educational Needs of Northern Albertans, Alberta Education, is immediately required and must include a major input from local communities.

- There is a need to recruit and maintain adequate numbers of professionals in all social and health services in the North. This includes doctors, psychologists, psychiatrists, dentists, social workers, teachers, lawyers, accountants, and medical specialists. Staff inexperience and rapid turnover may be the weakest link in implementing many existing government programs. More concerted attention to staffing is required by government, industry and communities and people need to be recruited who want to live in the North.

- There is a need for the building up of community leadership and community groups, committees, councils or boards. A number of communities, primarily smaller ones, are facing serious disruption and members are incapable of effectively utilzing either government services or economic opportunities available. The human cost of these problems should not be tolerated and effort must be put into developing local community initiative and autonomy.

- An associated need lies in the general area of training. Most Northerners call for more training in a wide variety of areas: vocational education, business management, health care, alcoholism counselling, equipment maintenance and local government. This training is desired both within formal institutions and within the communities themselves. More work needs to be done to prepare locally-derived and appropriately delivered training. Communities need to be encouraged to study and present their training needs to government, industry and voluntary agencies. They must also be involved in developing their own teaching approaches.

- Another topic that appears to touch all Northern communities is that of small business development. Without question, Northerners wish to acquire capital, know-how, and technical support in developing businesses of all kinds related to traditional and industrial economic activities. They wish to be more than laborers in the supplying of raw materials to the rest of the world. They desire the development of retail businesses, service industries, agri-business and manufacturing. They also wish to be owners or entrepreneurs in the development of their natural resources. Native people and residents of smaller communities, especially, feel helpless in dealing with these aspects of development. Government and industry will need to continue their emphasis in the area with special attention to Native people and smaller rural communities. Much joint government-industry work has been done in the tar sands but many communities are still economically depressed.

- Obviously all the above issues are intertwined and interdependent. Coordinating mechanisms need to be emphasized, such as those provided by the Northern Alberta Development Council, the Northern Development Branch and the Northeast Alberta Regional Commission. The separate activities of government departments and various industries need to harmonize within particular communities and sub-regions. This is especially crucial in large-scale developments, such as tar sands plants, but it is also true of smaller developments such as parks, roads or fire protection services. More work needs to be done in developing community social competence. In the absence of strong local government, the work of groups that provide coordination and overviews of issues at the local level becomes very crucial.

10. In reviewing all our study material an underlying feeling seems to emerge. Northerners generally feel powerless. They do not run their own lives. They continually need to ask someone else for money, services or decisions. They wait. Their communities and their economics are more vulnerable to the decisions of others outside the Region than to their own actions. One senses that this feeling of powerlessness, both among Natives and non-Natives, thinly masks a great deal of anger. The anger is diffuse because most Northerners do acknowledge that many material aspects of their lives have greatly improved. Many realize that, at least in the near future, there is much employment and much economic opportunity. But there is anger nevertheless. People wish to be more autonomous. The great challenge for all concerned with the North is to promote ways to increase independence and not dependence.

Suggested Directions for the Council

Within the full scope of Northern concerns and the multiple, on-going government responses to those needs, there are a number on which the Northern Alberta Development Council and the Northern Development Branch could focus more attention. In all of these proposed activities, government departments and private agencies could also respond. Many of these suggestions came from people interviewed or are part of our own assessment of the study experience and information.

1. The North is a region of Alberta that can be seen as a coherent area for analysis. To that end more data that produces a picture of the North and its coherent sub-region is required. The Council and the Branch need to develop this concept of region and sub-regions further and encourage Provincial Departments to assist in this by organizing selected information by Northern boundaries. One major step in this direction would be the development of a yearly Northern community census.

2. Increasingly, statement of Northern concerns require specific documentation. In areas where departments are not developing focused research, the Council and Branch could develop both in-house or community-funded research to document the particular concern and the dynamics involved. Two examples: a careful study is needed of the drop-out rates in the Northland School Division, and of the extent and nature of violence in communities that are experiencing distress and requesting assistance. Needs must be made concrete and described in a documented way. Certainly local people are their own best spokesmen. They need resources, under their own control, to present their case.

3. There is a continuing requirement for a Northern agency that can present the picture of the whole in terms of Provincial Government policies and programs. The Council and Branch could partially occupy that place and act as a dissemination point of information for Northern communities. One step in that direction would be for them to receive and study all annual reports of all Departments and to be briefed thoroughly on all new Northern relevant programs. The information, public education aspects of the Council and Branch could then be strengthened.

4. Since the North contains many distinct sub-regions and since many issues are sub-regional, it is important that the Council continue its policy of meeting in different communities. However, the various sub-regions are experiencing markedly different, rapidly changing economic and social pressures and more meetings may be necessary. Also these meetings could be preceded by careful community-based study as back-up for the briefs to be presented. The quality of briefs has been increasing but more assistance could be provided for communities so that they could outline their needs more systematically. All sub-regional annual meetings and community breifs should be encouraged as well as Northern Conferences.

5. The Council and Branch's inter-relationships with other government departments must be expanded. It is clear that the Branch has special expertise related to its knowledge and closeness to Northern people and communities. However, a more thorough understanding of department programming is needed so that the nature of relationships between the Branch and all departments is not one of relating to crises and problems. For example, the Branch needs to be thoroughly familiar with the Transportation Department's road planning and projects scheduling for the North.

6. The Council and Branch need to continue and to intensify their work with respect to the Canada/Alberta North Subsidiary Agreement or any other funding mechanisms which allow for the development of programs to meet specific Northern needs. The projects under this Agreement have been well received but many government officials interviewed, especially those in the "social" fields, were not familiar with this mechanism. There are also "social" projects being developed within Departments that could be appropriate to the Agreement; for example, a Preventive Social Service pilot project regarding service delivery to disadvantaged communities. The Council and Branch should continue to seek to have more projects mounted under the Agreement.

7. Most of the primary economic moves in the North are made by large industrial firms especially with respect to tar sands, heavy oil and forestry. The Branch and Council could create a more involved liaison with major industries in these areas. This could be in an advisory and information dissemination capacity between communities and government departments and the industry. All companies need to be continually encouraged to consult with Northerners as they develop projects.

8. We believe that a major review of education is in order at this time and that the Council and Branch should make this a priority for 1981. The concerns reviewed should include a close examination of the strengths and weaknesses of the Northland School Division and the degree to which the Dumont report of 1976 has been implemented. The quality of education in all other Northern School Districts should be addressed. This work would need to be done with the awareness that there are no easy solutions and that many of the probems involved may seem insurmountable. The cooperation of individual School Boards needs to be sought.

9. Another issue requiring the immediate and focused attention of Council and Branch is that of Improvement District government functioning and the development of local government structures within the Improvement Districts. This concern also relates to Indian Reserves and Metis Settlements. It would be well if some community input were sought to prepare a long-term plan and commitment towards growth in self-government throughout the North. It was often brought to our attention that many government actions in communities seem to "just happen".

10. One major problem that cuts across all communities of the North concerns the recruitment and retention of qualified professionals in all service sectors. So far the many efforts of individual government departments and communities have not resolved this problem. The Council and Branch need to add their weight and insight to help prepare a more concerted effort to reduce turnover and acquire quality personnel. One place to begin is to review the factors involved in leaving or staying in the North and to review the government's recruitment and personnel policies, including job classifications or promotions, and to contact professional associations to identify their commitments to the people of the North.

11. Fundamental to the life of any community is the development of the residents' own talents and abilities. Part of the extensive call for training by Northerners in every community contacted, is a call for assistance to build self-confidence and establish self-worth so that people could take advantage of the many opportunities available. A careful examination needs to be made to help people deal with the barriers that keep them from coping, growing or from using their skills. All training whether in trades, business, health, finances, etc., needs to be delivered in a way compatible with the Northern context. The Council and Branch could stimulate additional community-based studies and workshops which in turn would produce more specialized requests for training. Much training is currently available in the North and its successes and failures could be the subject of a conference.

12. The current government interest in the development of small business is very necessary in the North for both Native and non-Native residents. The dependence on large-scale industries for the major Northern economic thrusts and the importation of outside labour makes this all the more important. If this sector is not well developed in the North, involving Northerners, it could lead to intensified dependency for groups and communities. The Council and Branch should make this a major item on their work schedule for the 80's. A recent publication by the chartered accountants Thorne Riddell calls "Small business the motherhood issue of the 80's. And this is a welcome development particularly here in Canada." In addition, they initiated a new publication in October, 1980, "Small Business Review",. Vol. 1, Number 1. Support needs to be given to any progarm which could help Northerners with small business development. For example, the Native Business Development Convention proposed for April, 1981 should be monitored.

13. It is our opinion that the North is receiving considerable quality assistance from the Provincial and local governments and many industries in many aspects of community and regional life. Rapid economic growth, including the current delays in tar sands and heavy oil plant construction, tends to highlight economic and social problems. These should not be ignored, but they must be seen in some historical and comparative perspective. Policies and programs are in place that are moving to deal with almost all Northern problems identified in this report. What is now needed is a more selective analysis of policies that are now working or services that are not achieving their goals. This selective work needs to be done in partnership with the Northern communities and groups. The resources of the Council and Branch would have to be expanded and perhaps re-directed in order to do more indepth, selective work by community or program rather than general issues. This could then asisst Northern communities in achieving the ultimate goal of all development, growth in personal and community autonomy along with a satisfactory standard of living.

The following is a summary prepared by the
Northern Development Branch
of

Final Report of the Grande Cache Community Impact Study - 1981

Authored by Carcajou Research Ltd.
Edmonton, Alberta
August, 1981

Sponsored by the Grande Cache Interagency Council and funded in part by
The Northern Alberta Development Council

GRANDE CACHE COMMUNITY IMPACT STUDY

PURPOSE OF STUDY

The Study was commissioned by the Interagency Council of Grande Cache, Alberta in early 1981 in order to assist community planning for the arrival of a new British Columbia Forest Products Ltd. (BCFP) sawmill. The purposes of the study were:

- to understand the social and economic workings of the community of Grande Cache and its nearby native settlements;
- to predict the response to new growth, that is, the effects on established and new residents and on various community services;
- to identify possible "problems" in the response; and
- to recommend actions that will reduce harmful or distressing effects.

The study was organized locally, by the Interagency Council and supervised by a Steering Committee of Council members and other interested individuals. The consultants were Carcajou Research Limited of Edmonton. Funding came primarily from Alberta Tourism and Small Business, through the Northern Alberta Development Council. Various local agencies and employers also contributed.

Research began in February 1981; the final report produced in May, revised, and published in August.

METHODOLOGY

Information was collected from 8 sources:

- 76 household interviews, from a randomly-selected sample;
- other personal interviews, by request and outside the sample;
- Interviews with representatives of local organizations;
- interviews with representatives of agencies, employers and elected boards;
- meetings of the Steering Committee;
- meetings of the Interagency Council;
- published reports and findings of other research; and
- direct observation.

The strengths of this method of performing a community study are the substantial amount of field research time, the varied contacts with local people, the response of people to the informal method of interviewing, and the opportunities for local participation in the research process, through meetings, workshops, interviews, formal and informal discussions, etc. The weaknesses lie in the lack of statistical output, and the complex and judgmental nature of the analysis.

PRINCIPLE FINDINGS

The population of Grande Cache now stands at about 5,000 people, with, by Provincial standards, an unusually large number of children and almost no elders. Basic employment, almost all of which is associated with McIntyre Mines and Alberta Power, is approximately 1160 jobs.

BCFP will increase the basic labour force by about 290 jobs, or 25%, almost all of which will start during the next year. With the possibility of additional mining jobs, the basic labour force of Grande Cache will probably increase by between 390 and 450 jobs by 1985.

The percentage increase in population is not likely to be as great as the percentage increase in basic employment, because of excess capacity in the present service economy, and because housing costs will probably increase the participation of (second-income) women in the labour force.

It appears that a population increase to between 6,200 and 6,600 is appropriate for planning purposes, or between 24% and 32% by 1985. It appears that about 70% of this will come in 1981/82.

The effects of this growth will depend on the size of the growth, relative to the present size of the community, the proximity of the development, the length of its stay in the area, and the types of people it brings. Although the size of BCFP's project is fairly large, in relative terms, its other characteristics favour a good adjustment and minimal change to the essential nature of the community. Grande Cache is an industrial town now; its social defences, culture and services are well adapted to accommodating new growth. The native people of the area are not fully integrated into the industrial culture, but are becoming more so.

Increases in the cost of housing, because of costs of new construction and high mortgage-interest rates, will have far-reaching effects and may force process of adjustment that many people will find difficult. This is a general current social and economic problem, for which Grande Cache has been somewhat shielded by depressed economic circumstances. That shield will now be removed.

Generally speaking the community has services that are sound in concept and in management.

ISSUES AND RECOMMENDATIONS

1. The Cost and Supply of Housing

Most new homes in Grande Cache are constructed by employers in company housing programs. Because of construction costs and mortgage-interest rates, it appears that most company employees will not earn enough to qualify for mortgages, even to buy a small house of minimum standard. It therefore appears that employers will need to subsidize their employee's mortgage-interest costs, as McIntyre does now. Subsidization of mortgage-interest rates is the best form of housing subsidy, at least from the company's point of view.

The amount of subsidy required can be reduced by support for a day care system of high standard, and by creation of jobs for women.

BCFP plans to subsidize mortgage-interest rates for its direct employees. BCFP's indirect employees, that is, the employees of the company's contractors, can either be brought under the program, or be served by housing of lower standard, such as mobile homes on permanent foundations, row housing, rental accommodations, etc. Service employers will need either to provide housing as well, or rely on second-income earners.

Estimates of housing need and supply were made according to two separte assumptions: (1) that the present housing mix is preserved (except that instead of adding mobile-home-park spaces, provision would be made for an equivalent number of "permanent" mobile homes); and (2) that Grande Cache Mobile City is phased out and replaced by "permanent" mobile homes.

Under the first assumption, an adequate number of spaces for single-family dwellings and "permanent" mobile homes will be created in the New Area 4.1, but shortages of apartments or other forms of rental accommodation are predicted, not because of shortages of serviced land, but because no firm plans exist for construction of new rental units. Under the second assumption, more serviced land will be needed.

Recommendations are made to increase provision for "permanent" mobile homes in Area 4.1, and for stimulation of construction of rental accommodations by the two major employers, since private investors are not moving fast enough.

2. The Cost of Goods and Services

Grande Cache's costs are higher than Edmonton's, but seem in line with those of other similar communities.

3. Education - Facilities and Programs

The School District will have to live with considerable uncertainty about enrolments from year to year, at least for the time being. The prudent policy would be to monitor enrolments and population changes as closely as possible, adjust to short-term shortage with portable classrooms, and begin planning for a new school now, in order to avoid delays if the need arises.

Two ideas for a new school were presented during the Study: a new high school, or a vocational high school. A third alternative, involving a new elementary school, and conversion of present schools to K-8 and 9-12, should also be considered.

Nothing in school programs was found that would be likely to impede accommodation of new growth.

4. Hospital Facilities and Medical Services

The present hospital has inadequate out-patient and laboratory facilities, and some additional beds may be needed by 1984/85. Some major renovations may be useful to bring the nature of the facility more into line with the nature of the community.

Medical services can always be improved, but nothing in present services appears likely to interfere with successful accommodation of new growth.

5. Day Care

With higher housing costs and more aggressive recruiting of women, day care will become much more a basic community service. A separate centre is recommended, not subject to conflicts with other users, with a service of high standard, coordinated with working hours at the major employers. Direct support for this service by the major employers is recommended.

6. Recreation Facilities and Programs

According to respondents to this Study, priority in recreation facilities should go to a bowling alley and better maintenance of community parks and playgrounds. It appears that no significant new facilities will be needed to accommodate new growth.

The community has a wide range of recreation programs; new growth will not create significant demand for new programs, but mechanisms will be needed to ensure speedy integration of newcomers into present clubs, organizations and programs.

7. Physical Planning

While there appears to be no critical shortage of serviced land, prudence suggests that planning of Area 4.2 should begin right away, in order to ensure an adequate supply and provide options for location of new facilities, and for phasing-out of Grande Cache Mobile City. The Study recommends against perpetuation of segregation of mobile homes from other forms of residence.

8. Police and Fire Protection and Ambulance Service

These are adequate to accommodate new growth.

9. Utilities, Transportation and Communications

These are presently adequate to accommodate new growth except for bus service, and a shortage of boxes at the Post Office.

10. Social Services

The District Office of Social Services predicts increases in child welfare and income-security caseloads as a result of new growth, but believes present staff will be adequate.

11. Family and Community Support Services

Rapid growth invariably puts pressure on these services; response is sometimes difficult because of reliance on volunteers, and the emphasis on community boards and "grass-roots" participation.

F.C.S.S.'s three funded programs -- Boys and Girls Club, Family Centre, and Mountainview Preschool -- will feel the effects of new growth, but probably will cope reasonably well. It may be necessary to separate services to newcomers from the Family Centre in order to keep the Centre from taking on more work than it can handle.

12. Other Employers and Commercial Services

It does not appear that any great expansion of the commercial sector can be expected, or will be necessary, as a result of new growth, although if present businessmen are sluggish in responding to improved conditions, new competition may enter the market. There may be some opportunities for specialty shops.

13. Tourist Development

Local businessesmen could do much to improve the attractiveness of the town to tourists, and to create an in-town shopping experience for them. Is is not necessary to wait for the Provincial Government to create more outdoor experiences. Changes needed are: clean-up and aesthetic improvements; landscaping; up-grading of restaurant and motel services and facilities; stocking of tourist-type specialty goods.

14. Churches, Clubs and Community Organizations

A wide range of these exists and most appear solidly based. Adjustment to new growth should focus on mechanisms for integrating newcomers as quickly as possible.

15. Job-Seeking Migrants and Employment Services

Employment services appear adequate, although at peak times considerable pressure may be felt by the Canada Employment Centre. It appears that very little can be done to discourage transient, unskilled job-seekers from coming to the community, even though job opportunities for them will be very limited.

16. Services to Newcomers

In order to speed integration of newcomers and make their arrival in the community as pleasant as possible, a "Neighbour Aid" Service, similar to that in Fort McMurray, is recommended. This should be organized as a direct F.C.S.S. service and no longer carried by the Family Centre.

17. Family Life, Youth and Alcohol Problems

Although considerable concern was expressed about these problems, and although unquestionably they are problems, it does not appear that they are much, if any, worse than in other places. Certainly many families avoid them.

It is recommended that Mental Health Services add one additional counsellor (and secretarial staff) in order to keep up with caseloads, provide for continuity of service, and allow time for outreach in the community.

It may be possible for the schools and the recreation system to support family life more aggressively, although the effectiveness of this effort is difficlt to predict.

The community can expect pressure on family life, youth and alcohol abuse, as a result of new growth, and particularly as a result of housing costs and increased participation by mothers in the work force.

ISSUES AND RECOMMENDATIONS - THE NATIVE SETTLEMENTS

The seven small native settlements contain 256 people, a very large proportion of them being young. Before arrival of the mine, these people were almost completely isolated from industrial activity; their integration into and acceptance of that activity are far from complete, although most seem in favour of wage employment.

Central organization of these people has been a continuing concern, but efforts have had their ups and downs. Recently a new central board was elected. All possible support of that board, and funding of a training officer to provide staff support and to develop training programs of various kinds, are recommended.

In the early 1970's the Government of Alberta awarded the local native people their traditional residential lands, and made some provisions for follow-up, to ensure that the land award had permanent benefits. Follow-up has languished recently, and a revival is recommended, spearheaded by the Land Tenure Secretariat of the Department of Municipal Affairs. It is strongly recommended that no change be made in the land award until all alternatives are completely understood by the Indian people.

As is often the case, efforts to provide schooling to the native children have not been as successful as hoped. A native Early Childhood Services program, with its own school, with the specific objective of preparing children to enter Grande 4 in regular schools on an equal basis with white children, is recommended.

For the time being, it appears that economic development work should centre on Mihti Contractors and employment with BCFP, although existing efforts at productive land development (e.g., the market garden) should be supported.

The idea of using Mihti Contractors as a major component in efforts to bring about employment by native people in BCFP's operations appears premature. An alternative process, leading to the same end, is recommended, involving first employment at BCFP, and development of native entrepreneurship in response to interest expressed by experienced workers.

The following is a summary prepared by the
Northern Development Branch
of

Guidelines for Conducting Research in Northern Alberta

Authored by: The Northern Alberta Development Council
Peace River, Alberta
January, 1982

Sponsored by the Northern Alberta Development Council

GUIDELINES FOR CONDUCTING RESEARCH IN NORTHERN ALBERTA

PURPOSE AND BACKGROUND

In June 1981, approximately 100 delegates attended a Research Review Seminar sponsored by the Northern Alberta Development Council. The objectives for the seminar were to examine:

1. the overall findings of research studies conducted or co-sponsored by the Council;

2. the implications of the findings regarding northern development, a government service delivery;

3. the scope of research undertaken and common problems regarding northern development;

4. future directions with regard to topic areas, methodology and information dissemination.

One of the major outcomes was for the development of Guidelines and Principles for conducting and carrying out research in northern Alberta. It was suggested the Northern Alberta Development Council initiate the process of developing the principles and procedures. The following guidelines are based on the deliberations and outcomes of the Research Review Seminar.

PRINCIPLE FINDINGS

A. Central Registry of Northern Alberta Research

To promote co-ordination and dissemination of research findings, the NADC could:

1. serve as a registry for research,
2. co-ordinate research efforts, and;
3. set up interdepartmental research liaison committess that could aid in defining terms of reference for research.

The characteristics of the registry would be as follows:

1. organizations will be contacted for information;
2. organizations can submit information to the registry at anytime;
3. organizations will be encouraged to submit outlines of past, present, and future research;
4. the registry will include: the title, a brief description, completion dates of projects, degree of confidentiality, sponsors, involvement of consultants, and summary of findings if completed;
5. confidential information will not be released without the prior consent of the responsible agency;
6. a circular will be distributed to all relevant bodies summarizing the projects on the registry.
7. information and inquiries can be addressed to:

Northern Research Registry
Northern Development Branch
Bag 900-14
Peace River, Alberta TOH 2X0

B. Community Involvement and Participation

It is recommended that communities be directly involved when they are being surveyed or researched. If appropriate approaches are utilized, and if there is sincere willingness to be open to community input, then the results of the project will be significnatly superior than if no involvement took place at all.

a) Project Initiation: Some consultation and negotiation prior to the initiation of the contract with the community is strongly recommended.

b) Entry to the Community: A very important consideration is how researchers or consultants first announce their intention to the community. Following are several suggestions as to how this "entry phase" can be made more successful:

- (i) there should be a "negotiation" and "clearing" stage.
- (ii) Public meetings inviting the significant community leaders can be effective tools.
- (iii) Media coverage including a "contact" name and telephone number is a good idea.
- (iv) Community advisory committees can be effective as a liaison between the research organization and the local residents.
- (v) Newsletters distributed regularly to community leaders regarding the progress of the study.
- (vi) Flexibility should be maintained so that some of the local needs can be incorporated into the project.
- (vii) Sufficient time should be allocated so that this "entry" phase is not rushed.

c) Manpower: wherever possible the use of local resources should be considered. Interviewing, training, coding, interpretation of results, and feedback are all potential areas to consider. The "manpower" considerations should go along simultaneously with the "entry" to the community.

C. Planning For Information Dissemination and Distribution

There should be very little research done unless a commitment is made at the onset for the release of the final results. When sponsoring groups are involved in confidential research tasks, a clear statement of purpose should be given to those being surveyed or contacted.

1. Project Initiation: The objectives and scope of the research activity should be circulated, and discussed with the target population and relevant agencies.

2. Progress Reports: One effective way of maintaining a high trust level with the target population is through the circulation of progress reports. The objective is to keep people informed and where possible to solicit their input.

3. Sequential Release of Information: When various chapters of the final report can often be released fairly independently of the others, the final report can be an effective method of bringing everything together.

4. Drafts: By circulating a draft of final reports and setting up mechanisms where input is received, two objectives are usually met:

   a) Participants and reviewers become more familiar and knowledgeable with the findings.
   b) A greater degree of acceptability emerges for the end product if legitimate revisions are built into the final report.

5. Executive Summaries: These can be utilized as a separate chapter in the final report, or as an accompanying document. Illustrations and colloquial language can be effective for such a document.

D. Planning For Implementation and Follow-up

Research should not be undertaken unless provision is made for a "follow-up." The emphasis of the research should clearly be on problem solving and action-oriented projects. If the research design is such that the implementation committee has input into the recommendation stages of the research product, there will be more productive utilization of the findings by government departments and community groups.

E. Use of Consultants

Reasons why consultants are being utilized to a greater extent.

1. Time and manpower constraints.
2. Lack of expertise within the organization sponsoring or conducting the research.
3. The need for an independent viewpoint.

Several cautions when dealing with outside consultants.

1. Northern Expertise: If a consultant is required on a particularly sensitive issue in northern Alberta, the personnel selected for the task should have credible northern experience.

2. Terms of reference and time deadlines:

    a) An overall goal or objective should be clearly stated.

b) This primary objective should be broken down into sub--objectives or goals.

c) Activites and tasks of the consultant should be clearly identified.

d) There should be a requirement for a breakdown of the research design.

e) A policy statement should be included stating if the project will be public or confidential.

f) The authority of the project should be clearly identified.

g) Payment procedures should be specific.

h) Time deadlines for all phases of the project (including draft and final reports) should be identified.

i) A provision for a procedure to revise items within the terms of reference should be established.

j) Hold-back clauses are a topic of controversy. It is clear the client has the right to enter such a clause in either the terms of reference, or the contract itself.

k) Some organizations feel the costs don't have to be specified if the terms of reference are specific and clear. Other groups with budget constraints find it is more productive to advertise either the maximum funding available or a range of support.

l) The method of contracting work to consultants varies considerabley for the "open call for proposal approach" to the "short-list" approach.

SPECIFIC RECOMMENDATIONS

Throughout northern Alberta there is a significant amount of research activity either underway or being planned. Government departments, resource companies, and northern municipalities directy commission or conduct research programs. This means that there is a danger of duplication and community fatigue. The suggested guidelines for northern research is an attempt to improve the quality, acceptability, relevance and utility of the research process.

The following is a summary prepared by the
Northern Development Branch
of

Cost of Living in Northern Alberta

Authored by: Woods Gordon
Edmonton, Alberta
March, 1982

Sponsored by the Northern Alberta Development Council

PURPOSE OF THE STUDY

This place-to-place price survey was carried out to identify price differences of a basket of goods and services between various northern and southern Alberta communities and Edmonton during the survey period, August 1981. At the same time, a survey of the "hidden costs" of living in northern Alberta was completed. The price survey included food and non-food items but was generally more reliable in the food area.

METHODOLOGY

The survey was designed to record prices on approximately 200 Food and Non-Food items in a variety of northern Alberta communities ranging from a population of 229 to 30,772 people and a small group of southern Alberta communities. The original item list for the survey was modified from the Alberta Bureau of Statistics (ABS) Place-to-Place Comparisons Survey completed June 1981. Northern Development Branch staff, (themselves instructed by Woods Gordon), trained community volunteers to be involved in the pricing procedure.

In each community up to three of the highest volume stores in each of the twelve categories of goods were selected. Pricers were assigned to each store and provided with a form, specifying the items to be priced and the item description. Once the standard was chosen for each item, prices were recorded by item by community. The end result is based on a comparison of identical or equivalent good priced in Edmonton and in the chosen community.

PRINCIPLE FINDINGS

The two most significant reported factors as contributing to the cost of living were consumer goods and transportation costs. Everyday purchases were generally made within the respondent's geographic region with the balance of consumer goods purchased either in one's own region or outside the north. The selection of goods was generally felt to be restricted. Adult education courses were generally available "on-site" for all regions. The family doctor and dentist used were usually within the region. However, the nearest medical specialists were generally more than 50 kilometers away. Recreation activities were available within 50 kilometres but cultural activities were the activities most missed. Most respondents (69%) did not feel that compensation for living in the north was adequate with respect to the cost of living. Suggested improvements were: "northern allowance," "gas prices lowered," and "better transportation facilities."

Consumer Goods:

- Everyday purchases (sporting goods, hardware, drug/health needs, food, restaurant meals) are generally made within the respondent's geographic region. In the case of coats, dresses/suits, shoes and boots, furniture, and bedding/drapes, over 40 percent of purchases were outside the region. Almost all of these purchases are also outside the north. In Region 3 (Peace River, Grande Prairie), over 50 percent of all goods were purchases within the region.

- The selection of goods in northern Alberta was felt to be restricted by 81 percent of the respondents. Clothing, fresh fruit, vegetables, and furniture are considered to be in inadequate supply.

- If the goods were available in the north at a higher price the respondents were split on whether they would purchase them in the north.

Transportation:

- The price per litre of fuel was between thirty and forty cents for 70 percent of the respondents. Distances which must be travelled to access various services and facilities, as well as the type of driving required could explain the importance of transportation. In addition, the cost of transporting goods and air travel are constant factors.

- Compared to the average Canadian metropolitan city where 50 percent travel more than 19 kilometers to work, 44.9 % of respondents travel less than 10 kilometers to work. 20.8 % of respondents travelled 20 kilometres or more, 26.4% don't drive to work.

Education

- The grade distribution of the children of the respondents was relateively even from pre-school to grade 12, and the majority (96 percent) attended school within their own region.

- For those children that do live awy from home, the younger they are the more often they come home. Car is the predominant means of travelling home. Travels costs were not subsidized.

- Adult education programs were reported to be available in 78 percent of the respondent's communities. All regions had "on-site" courses. The most common problems dealt with the unavailability of certain courses, no evening adult classes, and distances to facilities.

Health

- Fewer respondents travel outside their region to visit the family doctor than to visit the dentist. For the majority of respondents, specialists are more than 50 kilometers away.

- 52% of respondents were within 20 kilometers of a hospital. However, in Region 4, 87% of the respondents were more than 40 kilometers from a hospital and as much as 70% felt that emergency medical help could not reach them quickly.

Recreation and Cultural Activites

- The majority of the respondents are within 50 kilometers of a Provincial Park, campground, swimming pool, curling rink, hockey rink, and library. The activities enjoyed the most were recreational ones and those missed the most were cultural activities.

General Information

- The length of time of residence in the north was over ten years for more than 80% of the respondents, and 30% had moved into northern Alberta from outside Alberta, but still in Canada. For 60 percent of the respondents the expected length of stay in northern Alberta was indefinte and those that did plan to move 32 percent were going to somewhere in Alberta, south of Edmonton.

The most common reasons given by respondents for their desire to move were as follows: "climate and warmer winters," "close to larger city," "close to shopping," and "closer to relatives."

Demographics

- The average household represented in a survey had two adults and two children. The most common occupation for the male household member was farming (21%).

Issues Contributing to Hidden Costs in Northern Alberta

- Respondents were asked to rank nine items in terms of their contribution to the hidden costs of living in northern Alberta. The following list indicated the contributors to hidden costs ranked from most important to least important:

1. Consumer Goods (47%)
2. Transportation (28%)
3. Isolation (personal impact)
4. Health Care
5. Primary and Secondary Education
6. University and Adult Education
7. Recreation
8. Entertainment
9. Other

Interpretation of Indices

- For the tables using Edmonton as the base location, each index has been assigned the value of 100. Using "X" to represent a community's index, the interpretation of the results indicate that categories with indices greater than 100 were generally (X-100) percent more expensive than the same goods in Edmonton. Indices lower than 100 indicate prices were generally (100-X) percent cheaper than prices in Edmonton.

- Northern Alberta was divided into four regions: East/Northeast, Central, West/Northern, and Northwest Alberta. Southern Alberta communities were considered as one region.

Edmonton Based Comparisons with Aggregate Indices

- The All Items Indices indicates that each region surveyed has indices greater than Edmonton. Northwest and Central North Alberta had the highest All Items Indices. Caution should be exercised in comparing the indices of any two regions, since the number of items prices is not identical between any two regions. Various communities included in the price survey were grouped together to ensure confidentiality to the stores involved and to increase the reliability of the indices. Weighted averages of the All Items Index were calculated by grouping the surveyed communities by population 4000, 1000, to 3,999 and less than 1000. These weighted averages were all higher than Edmonton and did not display significant differences. The High Level area had the highest All Items Index of the selected northern Alberta communities.

Edmonton Based Comparisons, Food Indices

- Each region surveyed has Food Items Indices greater than Edmonton. Northwest and Central Northern Alberta had the highest Food Indices compared to Edmonton. All individual surveyed northern Alberta communities also had a Food Index higher than Edmonton. Wabasca/Desmarais and High Level had the highest Food Indices of the selected northern Alberta communities. The weighted averages were again all higher than Edmonton and not significantly different from each other. One southern Alberta community, Viking, included the only surveyed community where prices for certain Food Items were slighted less expensive than the same good in Edmonton. Vauxhall, another southern Alberta community, was the only community with a Food Index equal to that of Edmonton (100). The Southern Alberta Food Index was somewhat lower than the Food Indices for northern Alberta regions. Southern Alberta surveyed communities had a Food Index which was 4 percent higher than Edmonton, while the Food Indices for surveyed northern Regional were 7 percent to 18 percent higher than Edmonton.

Edmonton Based Comparisons, Non-Food Indices

- Each region surveyed had Non-Food indices higher than Edmonton, 89 percent of surveyed northern Alberta communities had a Non-Food Index higher than Edmonton. Fort McMurray and Fox Creek/Swan Hills had the highest Non-Food Indices. The weighted averages were all higher than Edmonton and not significantly different from each other.

- The surveyed southern Alberta communities with a Non-Food Index higher than Edmonton were Canmore/Rocky Mountain House and Carbon/Caroline. Prices for Non-Food Items surveyed in Vauxhall and Viking were generally 2% to 4% less expensive than the same goods in Edmonton.

- Northern Alberta surveyed communities generally have Non-Food Indices higher than Edmonton for most indicated communities. However, Beaverlodge had a Non-Food Index equal to Edmonton. Grande Centre and Athabasca each had a Non-Food Index actually 3 percent lower than that of Edmonton. The southern Alberta Non-Food Index for communities surveyed was the same as the weighted average for communities with population less than 1000 and not significantly different from the weighted price averages for communities with populations 4000+, or populations 1000 to 3999.

- Comparing the Non-Food Indices by Region Groupings, the Non-Food Index for the Southern Alberta Region is equivalent to that of East/Northeast Regions of northern Alberta. The Northwest Region 4 and the Central Northern Alberta Region 2 had the highest Non-Food Indices.

- A comparison of the Food Indices by component categories for selected northern southern Alberta communities:

  Northern and southern Alberta communities have Food Indices higher than Edmonton for most component categories (except restaurant meals). Generally Food Indices for northern and southern Alberta communities were lower than Edmonton for restaurant meals. Fruit and vegetables and baking products were generally the food components with the highest food price differentials for the northern and southern Alberta communities. Although both northern and southern Alberta regions have Food Indices generally higher than Edmonton for most component categories, northern Alberta communities have higher Food Indices within various food component categories compared to southern Alberta communities. For the fruit and vegetable category the highest index for a northern Alberta community was 17 percent greater than the highest index for a surveyed southern Alberta community. Another example is the 14 percent difference in the highest indices for a northern and southern Alberta communities for the frozen and packaged good category.

Edmonton Based Comparisons, Weighting Pattern and Number of Items Surveyed

- Food items accounted for approximately 17% to 22% of family expenditure for northern Alberta communities and for approximately 21% to 22% of family expenditure for southern Alberta communities. Non-Food indices accounted for 19% to 36% of family expenditure for northern communities and 23% to 36% for southern communities.

Family Expenditure Patterns in Edmonton and Selected Rural Alberta Communities

- Rural expenditure on Food (16.9% of total expenditure) was higher than than expenditure on Food in Edmonton (14.6%). Rural expenditure on Non-Food

Items (61.7%) was also marginally higher than total expenditure on Non-Food Items in Edmonton (60.3%). Total expenditure in Rural Alberta communities was found to be somewhat less than total family expenditure in Edmonton.

Edmonton Based Food Price Indices Adulted for Rural Expenditure Patterns

- Food Indices for surveyed communities with population 4000 + were 20% to 30% higher than Edmonton. Food Indices for surveyed communities with population 1000 to 3999 were 22% to 47% higher than Edmonton, and communities with population less than 1000 were 29% to 33% higher than Edmonton. Prices for Food items surveyed in southern Alberta ranged from 14% to 23% higher than Edmonton, compared to prices in northern Alberta communities which ranged from 20% to 47% higher than Edmonton.

The Food Indices for the northern Alberta surveyed regions were 7% to 18% higher than Edmonton compared to 4 percent higher for the southern Alberta Region of surveyed communities. High Level was the surveyed community with the highest Food Index, 24% higher than Edmonton for Food Items surveyed. Southern Alberta surveyed communities had generally lower Food Indices compared to northern Alberta communities. Fruit and vegetables, and baking products were generally the food components with the highest Food Price Indices for surveyed northern communities where indices were availalbe. Restaurant meal indices were lower than Edmonton for 66% of surveyed Alberta communities. There are however, some comparison problems with restaurant meals since quality and the level of service between restaurants are difficult to compare.

The Non-Food Indices for selected northern and southern Alberta communities were generally higher than Edmonton. Caution should be exercised in the interpretation of these indices due to limited availabilty within several of the Non-Food components when comparing the rental charges from the Apartment Rental Survey in Northern Alberta (March 1982) to the Metropolitan Edmonton Rental Charges Report (October 1981), the average rental charges for the following selected communities were higher than Edmonton:

- Fort McMurray (bachelor, one bedroon, two bedroom);

- Grande Cache (bachelor, one bedroom, three bedroom);
- High Level (one bedroom, two bedroom, three bedroom)'
- Sexsmith (one bedroom, three bedroom);
- Swan Hills (one bedroom, two bedroom, three bedroom);
- Grande Prairie (one bedroom);
- Beaverlodge (three bedroom); and,
- Canmore (one bedroom, two bedroom, three bedroom).

Rural expenditure on food (16.9% of total family expenditure) was found to be proportionally higher than family expenditure on Food in Edmonton (14.6% of total expenditure). Total family expenditure on Food and Non-Food items in rural Alberta communities was found to be somewhat les than in Edmonton. The impact of a price increase was found to be greatest for rural Alberta communities compared to Edmonton families.

Food Price Indices for northern Alberta communities were generally higher than for selected southern Alberta communities. Many factors other than population size have a role to play in determining the price of a basket of goods, e.g., location, transportation costs, number of competing stores, demand, and supply of a product.

STRATEGIC RECOMMENDTIONS

Future Replication

To the extent that community volunteers in northern Alberta are willing to carry out a price survey in subsequent years, this study can be replicated. The critical steps in the replication procedure would be:

1. Obtain ABS approval for use of computer program and basic price list.
2. Identify group of community volunteers.
3. Pretest price list in selected communities.
4. Modify price list using different items but categories identical to ABS categories.

4. Modify price list using different items but categories identical to ABS categories.
5. Train trainers in administration of price survey.
6. Have trainers run community training sessions and leave behind price survey forms.
7. Price survey is carried out on agreed upon date.
8. Survey forms returned, checked, and edited.
9. Standard brands chosen for each item and prices recorded on code sheets. Substitute items selected in rural communities where standard items not available.
   Substitute prices for equivalent item recorded in Edmonton.
10. Code sheets key punched and data submitted to ABS.
11. ABS runs error check program and final edits made.
12. ABS runs index program.
13. Report is written and released.

An alternate to a complete price survey in the future would be the pricing of key selected items which form a major part of the consumer's shopping basket. We would suggest the following food items:

Fresh Milk
Weiners
Canned Soup
Bread
Apples
Round Steak
Potatoes

The community would obtain local prices for each of the above and a selection of Edmonton prices. They would then calculate the ratio of their average price to Edmonton or any other community's average prices to determine their relative position.

The following is a summary prepared by the
Northern Development Branch
of

Labour Force Turnover in Northern Alberta

Authored by: Praxis, A Social Planning Company
Calgary, Alberta
March, 1982

Sponsored by the Northern Alberta Development Council

LABOUR FORCE TURNOVER IN NORTHERN ALBERTA

PURPOSE OF STUDY

Labour force turnover has always been a problem within the general Canadian context and more specifically in northern Alberta. There are many views of turnover, most specifically that of the employer and the employee.

Due to a general lack of data in the past it has been impossible to identify where turnover changed from being beneficial for organizations to that of becoming a problem. Also, few studies were available to identify reasons for turnover and what solutions had been attempted to reduce the problem.

Voluntary turnover (quits) became the focus of the study, however, involuntary turnover (firing, layoffs, transfers) and vacancy rates were studied as well.

BACKGROUND

Turnover is defined as the degree of movement across the membership boundaries of an organization. Two specific aspects of turnover were studied: separation rates and quite rates. Separation rates include all those leaving an organization either on a voluntary or involuntary basis during the course of a year. Quit rates represent those leaving an organization on a voluntry basis during the same time period. It was felt that this latter group can be influenced to remain in their job, hence became the focus of this study.

OBJECTIVES

The study goals were established as follows:

- Identify turnover rates in northern Alberta. These rates should be by community, occupation and industry wherever possible.
- Identify the major causes of turnover. Causes of turnover should be identified by community, occupation and industry as well.
- Identify employment incentives which have been developed to assist in reducing turnover rates. Examples in Alberta and other provinces should be identified.

METHODOLOGY

Interviews were held with 314 organizations in eleven northern and two southern Alberta communities. A random sample of all community organizations, government and non-government, were included for the study year 1980.

The communities included: Peace River, Fairview, High Level, High Prairie, Slave Lake, Wabasca-Desmarais, Lac La Biche, Athabasca, St. Paul, Bonnyville, Whitecourt, Canmore and Vauxhall.

Larger communities such as Fort McMurray and Grande Prairie, were not included as the focus was to be on smaller centres. Communities with less than one thousand residents were not included as they had too few organizations.

PRINCIPLE FINDINGS

A. Overview of Turnover Rates

Voluntary Turnover (Quits)

Of the average of 6895 established positions (1980) in the organizations interviewd, 2771 individuals left during the year. This resulted in an average turnover rate of 40 percent across all organizations.

Total Turnover

Total separations (voluntary and involuntary) averaged 48.6 percent across all organizations. This means that involuntary turnover (Separations less Quits) was less than seven percent.

Discussion

The average voluntary turnover rate of 40 percent was approximately 5 percent higher than in southern Alberta (35%) and 10 percent higher than identified in a similar study in northern Ontario (30%). This was offset by a separation rate of 60 percent in northern Ontario. This meant that involuntary turnover exceeded 30 percent compared with 7 percent in northern Alberta. Ontario had a much higher level of layoffs and firings than experienced in northern Alberta.

B. Industrial and Occupational Turnover

Industrial Turnover

Most industries were close to the average turnover rate of 40 percent. Agriculture was the lowest (6.9%) with Public Administration (20.2%), Finance, Insurance and Real Estate (16.5%) and Communications and Transportation (19.7%); all only one-half of the organizational average.

Forestry (133%), Manufacturing (93.5%) and Mines, Quarries and Oil (64.9%) were the industries with the highest rates of voluntary turnover. An assessment of total separations showed that Forestry; Mines, Quarries and Oil; and Construction industries had the highest voluntary turnover probably due to economic and climatic conditions which resulted in layoffs and firings (Table 1).

TABLE 1

Separation and Quit Rates by Industry

Industry	Separation Rate	Quit Rate
Agriculture	6.9	6.9
Forestry	163.7	133.1
Mines, Quarries, Oil	102.7	64.9
Manufacturing	95.1	93.5
Construction	68.3	35.4
Communication, Transportation	29.4	19.7
Trade	38.7	33.4
Finance, Insurance, Real Estate	22.0	16.5
Community Business, Service	27.8	23.3
Public Administration	21.4	20.2
Average	49.0	40.5

Occupational Turnover

Administration (8%), Teaching (13.8%) and Social Services (14.4%) had the lowest rates of turnover while Primary Occupations (51.9%) and Production, Construction and Handling (70.1%) had by far the highest rate of turnover (Table 2). These latter two are most significant because they encompass over one-third of the entire study population.

TABLE 2

Separation and Quit Rates by Occupation

Occupation	Separation Rate	Quit Rate
Administration, Management	11.1	8.0
Natural Sciences	32.8	25.7
Social Sciences	24.1	14.4
Teaching	15.2	13.8
Health & Medicine	37.8	35.7
Religion	--	--
Arts & Recreation	66.0	66.0
Clerical, Sales, Service	32.1	26.5
Primary Occupations: Farming, Fishing, Forestry, Mining	87.8	51.9
Production, Construction, Handling	86.0	70.1
Average	48.1	39.1

C. Perception of Turnover

Nearly 40 percent of the managers of these organizations felt turnover was a problem; 60 percent saw no problem. When asked whether they saw turnover as a problem for their community, the reverse was almost true; nearly 60 percent said there was a problem, the remainder saw no problem. From this, it can be questioned whether individual managers wanted to acknowledge that turnover affected them or just 'other' organizations. It also became evident that very few organizations kept records related to turnover. They did not recognize it as a problem so did nothing about it. Even those who did recognize the problem did not know what to do about it, so also did nothing.

When the major causes of turnover were questioned, managers reported that job and pay dissatisfaction were by far the most significant reason why people left (26%). Poor work attitude (16%), dislike of community or isolation (12%) and competition for jobs (10%) were the other major reasons identified by managers.

Turnover was noted as highest in the late spring/early summer. This was due to the end of the school year so families could move, release from 'cabin fever' and general need for a change.

Only fifteen percent of the managers viewed turnover as positive (new ideas, increased productivity, etc.) while the overwhelming majority (85%) saw it as bad (unproductive businesses, alienation of newcomers, loss of key community leaders, etc.).

D. Vacancies and Vacancy Rates

Almost eighty percent of managers reported no vacancies during 1980. However, over twelve percent of the managers noted vacancy rates of ten percent or more. Construction, Trade, and Mines and Quarries were those noting the highest rates. High vacancy rates generally correlated closely with high quite rates with the exception of Forestry. A vacancy rate of the one percent was low in comparison to a turnover rate of 133%. The data seems to indicate that low skill requirements mean availability of 'warm bodies' for work, therefore low vacancy rates. The opposite was true of the high skill job; generally the vacancy rates were somewhat higher indicating it was more difficult to find skilled replacements.

This was confirmed when managers noted that the two greatest problems filling positions were the scarcity of skilled people (57.9%) and general difficulty in attracting workers (10.5%). When asked which occupations were most difficult to fill, Production, Construction and Handling (36.6%) and Clerical, Sales and Service (31.3%) far exceeded all other categories.

E. Professionals and Labour Turnover

Demand exists for most professional occupations in northern Alberta particularly in the more remote and isolated communities. Of those who have moved to northern Alberta, three reasons are most commonly given: job and pay opportunity, small community atmosphere and enjoyment of the out-of-doors.

Constraints on retaining professionals included: the demand in urban centres reduces relocation incentive, isolation from urban amenities, family discontent with small towns, high cost of living, lack of professional support services, lack of promotional opportunities (unless they move south) and poor, unjust publicity given to northern communities.

F. Labour Turnover in Sub-Regions of Alberta

Six regions were identified in the study. In terms of regional rates of turnover Peace River/Fairview, Lac La Biche/Athabasca, and Bonnyville/St. Paul had the lowest rates of turnover; approximately one-half the average organizational turnover of 40 percent. High Level/Fort Vermilion had the highest level with 118 percent. The next highest was Whitecourt and the surrounding area (80%) followed by High Prairie/Wabasca-Desmarais/Slave Lake (60%). The latter region was almost half the rate of High Level/Fort Vermilion. High vacancy rates also showed up in those regions with high turnover rates. Managers in those communities with high turnover and vacancy rates also recognized that a serious problem existed.

When comparing the northern and southern regions, voluntary turnover was somewhat lower in the South (35% compared to 40%) although the separation rate was notably higher in the North (49% compared with 39%). Managers felt turnover was a greater problem in the North than in the South. They also thought turnover had a greater effect on the communities in the North.

G. Methods to Reduce Turnover

A wide range of ideas to reduce turnover were assembled from the literature. These ideas and suggestions are presented in Chapter Eight. Northern organizations were asked what, if anything, they had done to reduce turnover. Less than one-third (30%) of the organizations had attempted anything. Of these, only one half felt they had successfully reduced turnover. These figures demonstrated that few programs had really been attempted. Most organizations did not recognize the problem while those that recognized it didn't know what to do. The result in both cases - few attempts were made to reduce turnover.

When looking at the range of methods that others have attempted (from the literature) it becomes apparent that a gap exists. Northern organizations are not aware of nor have they attempted many possible methods to reduce turnover. Many ideas and methods are available and have been successfully implemented elsewhere, the problem is to educate northern organizations, making them aware of what is available and provide some assistance so they can implement some pilot projects.

STRATEGIC RECOMMENDATIONS

The literature identified that job satisfaction, particularly increased wages and benefits, had the most notable effect on reducing turnover. This was reinforced by the results from those few managers in northern Alberta who had attempted various methods to reduce turnover. In addition to these, however, there are a wide range of methods which could be used. These are presented in the test as an 'ideas' section (Chapter Eight).

The most significant use of this study will be as an awareness building mechanism for government, industry and community people throughout northern Alberta who have responsibility for program delivery and employment in the North. The major suggestions, therefore, are to:

- Disseminate an overview of the study as broadly as possible to organizations in the North or with responsibility in the North;

- Disseminate a copy of the overview to all those organizations who participated in the study; and

- Make available copies of the unabridged report so that interested individuals can study it in detail.

It should be remembered that in many cases there is little beyond an educational role that can be played by the NADC or the NDB. The implementation is in the hands of organizations over which these agencies can at best only exert some influence through education, suggestion and the political system. A series of other suggestions have been made including:

- Work with northern organizations to establish community development agreements when large employers move into a community;
- Hold workshops with northern organizations to identify turnover solutions useful to other organizations;

- Develop 'pilot projects' with some organizations in an attempt to reduce turnover;

- Expand the study to include communities not surveyed to date so a more comprehensive understanding of turnover can be achieved.

- Develop a simple turnover form so that organizations can monitor their own turnover. Also, convene a professionals workshop to identify a method to coordinate and compare turnover statistics amongst professionals;

- Complete case studies on the actual costs of turnover with industry and occupational categories;

- Develop special incentive programs to bring professionals to northern Alberta; and,

- Prepare a promotional package to identify the positive aspects of living in northern Alberta.

This study has shown that Lechie, Betcherman and Newton's (1980) hypotheses that most turnover is of a voluntary nature is true. In this study, 42% was voluntary versus 7% involuntary (a total separation rate of 49%). This means that most turnover is at least subject to the control of organizations if they want to make the effort in this area. For this reason, considerable emphasis has been placed on possible solutions or 'ideas' in this study.

However, it must be stressed that no single solution can solve problems of turnover for any organization. There is the need for an integrated, well thought out strategy that can address all aspects of turnover within an organization. The recruitment, screening and hiring practices must be supported by good training programs. Orientation and programs to assist individuals and their families in settling into a community, orientation to the job, must all be carefully organized and coordinated so that individuals and families feel comfortable and "at home" in the community.

Monitoring tools must be developed which can identify problems and must be supported by both the employees and employers so that strategies agreeable to all participants can be developed to reduce problems of turnover. Comparison of experiences between different organizations is essential.

The organization of the work, of living conditions in the community, and the creation of supporting services all must be considered so as to maximize the chances of retaining people in northern Alberta.

The following is a summary prepared by the
Northern Development Branch
of

A Survey of Fort McMurray Regarding The Impact of The Cancellation of the Alsands Project

Authored by: The Northern Development Branch
Peace River, Alberta
May, 1982

Sponsored by the Northern Alberta Development Council

A SURVEY OF FORT MCMURRAY REGARDING THE IMPACT OF THE CANCELLATION OF THE ALSANDS PROJECT

PURPOSE/BACKGROUND

The purpose of the survey conducted in Fort McMurray during May 11-14, 1982 was to determine the major impacts of the cancellation of the Alsands project, and measure the effect on the business community, households, and the major agencies and organizations.

The survey report was discussed at a public meeting in Fort McMurray May 27, 1982. Following this meeting the Northern Alberta Development Council forwarded the report to the Premier. Council felt it extremely important to obtain an objective and accurate picture of the effects of the Alsands cancellation.

METHODOLOGY

1. Businesses

The objective was to interview a sample of each type of business, especially those most vulnerable to the Alsands cancellation. Approximately 17 - 20 percent of the business community was surveyed, then grouped into three major categories: (1) secondary related businesses, (2) tertiary, and (3) retail businesses.

A random sampling of 24 specific business types depended upon two factors:

(1) a lower percentage of those businesses having a large number of establishments would be surveyed, and

(2) a higher percentage of those businesses more vulnerable to the Alsands cancellation would be surveyed.

2. Households

A total of 195 residences in six major residential neighbourhoods were interviewed. Approximately 2 percent of Fort McMurray's residents were surveyed.

3. Public "Man-On-The-Street"

A total of 142 short interviews were randomly held with people at the shopping malls in the City.

4. Organizations/Agencies

The purpose of this portion of the survey was to determine if major agencies and organizations would be affected by Alsands cancellation and if any expenditures have occurred in anticipation of the project going ahead. Interviews with 28 agencies or organizations were arranged.

5. Background Interviews

Five further interviews were held with senior level personnel in Syncrude and Suncor, and with other individuals who were involved with a wide variety of businesses and organizations.

Total interviews conducted were:

Households	195
Businesses	156
Organizations/agencies	28
"Man-On-The-Street"	141
Background Comprehensive interviews	5
	526

A total of seven interviewers were involved. The entire survey was conducted through the personal interview approach. Preliminary meetings were held with the Mayor, MLA, and the Inter-agency Council. In all, 526 interviews were held in Fort McMurray during the time period, May 11-14, 1982.

PRINCIPAL FINDINGS

1. Businesses

Most businesses were optimistic about their future and about 17% indicated they would not have serious trouble surviving; whereas 40% said they would encounter both positive and negative effects due to the Alsands cancellation. Businesses repeatedly mentioned that there are two major payrolls in the City and these will continue to be the mainstay of the business community.

Approximately 25% of businesses expected to face serious survival problems during the next year. Many have incurred significant expenditures expanding their businesses or adding to equipment and space. This particularly applied to the larger, older companies who either have a portion of their business with Syncrude and Suncor, or who rely on construction and contractor activities. Efficiency drives and purchasing policies of the two major companies apparently was having dramatic effects on some of these businesses.

Over one-half of the businesses surveyed wanted special government action. This percentage markedly increased with companies employing 20 or more people. Specifically, government was urged to stimulate the economy through advancing mini-oil sands projects and infrastructure construction. A large group requested special government measures to assist in alleviating present operational difficulties. Throughout the survey there was negative feedback regarding the government's promotion, then cancellation of Alsands. Many businesses felt there would be extreme reluctance to plan and prepare for the next major project.

2. Householders

Householders were disappointed at the Alsands cancellation and regretted the loss of potential business growth, job opportunities, etc. Residents who had lived through the previous construction phases did not look forward to another "boom" situation and felt the community now had time to stabilize.

In the "general comments" section stress was placed on the state of the national economy. Many residents felt they were more fortunate than the rest of the country and expressed fears over a possible repercussion of decline on the national scene.

They recommended the government to take action; either revitalize Alsands, start mini projects or create work programs, improve the community services, and assist with northern living subsidies.

There existed a frustrated, negative feeling towards all levels of government, with a strong desire for action to stimulate the economy. HOuseholders were almost evenly split to the question of whether government measures should be taken.

3. Man-On-The-Street

The majority expressed negative feelings, especially those people living in Fort McMurray less than one year. The loss of future jobs and business opportunties and a general perception of lost potential was the most dominant theme of the interviews. Many expressed hope that the cancellation will give the community more stability and a chance to improve civic services.

4. Volunteer Organizations/Public Service Agencies

The majority believed that the community and their organizations would absorb the loss of Alsands without major difficulty. There would be significant stress on many people and that the next several months would be very difficult for many families and their children.

Those supportive counselling agencies such as Family and Community Support Services should be encouraged to provide maximum levels of family and child oriented counselling services. Those agencies such as Alberta Mental Helath Services should be encouraged to be as flexible as possible and provide a greater range of services and access including evening appointments.

The organizations of Fort McMurray will all be able to continue to provide the level of service that was offered before the Alsands decision. In some cases the level of service would actually be enhanced.

STATISTICAL FINDINGS

1. Business Statistics

- 58% felt the overall effect of the cancellation would be negative. This percentage increased to 68% for those businesses in operation for over 5 years. Overall, about 40% felt there would be both positive and negative impacts.

- About 60% did not plan for the Alsands project. 71% of those companies with over 50 employees incurred expenditures. 93% did not hire extra staff.

- 74% did not expect serious trouble surviving, 26% expected serious trouble, and 55% felt special government action is necessary. 71-75% of businesses with more than 20 employees wanted government action.

2. Household Statistics

- 54% felt the overall impact of the cancellation would be negative.

- 85% intended to stay in Fort McMurray, and 11% said they would move because of Alsands. There was an equal split between those who wanted or did not want special government action.

3. Man-On-The-Street Statistics

- 60% felt the cancellation would have a negative impact. 77% who lived in Fort McMurray less than 1 year planned on staying, while 92% who have lived there longer than one year planned on staying.

- 55% said special government measures were necessary.

4. Organization/Agency Statistics

- 82% felt the cancellation would have a postive or neutral effect.

- 75% have done comprehensive planning on how Alsands would affect their services.

- 93% did not incur direct expenditures while planning for Alsands.

- 89% did not hire extra staff.

- 93% do not expect a reduction in service as a result of the cancellation.

- 79% felt no special government measures were necessary.

OTHER COMMENTS

The single most spontaneously mentioned topic was a feeling of unrest or disillusionment with government in general coupled with a desire for special government action as a result of the Alsands cancellation. There was also a positive feeling that the Fort McMurray people could live through this phase of their development.

CONCLUSION

While there would be negative impacts most people also perceived some positive benefits as well.

The majority of the 25% of businesses who forecasted trouble surviving during the next year were involved in the construction, contracting, and "servicing" sector of business. Several of these companies considered a simplified economic assistance plan (for business diversification) plus an increase in local purchasing by the two existing major employers as necessary. Government could accelerate infrastructure and transportation related projects to temporarily help this segment of the business community.

The following is a summary prepared by the
Northern Development Branch
of

Social and Economic Assessment Study of Greater County of Athabasca Technical Report

Authored by Woods Gordon
Edmonton, Alberta
May, 1982

Sponsored by The Northern Alberta Development Council, The University of Athabasca, Family and Community Support Services for the Greater County of Athabasca, and the Federal Department of Regional Economic Expansion under the auspices of the Canada/Alberta Subsidiary Agreement of Alberta North.

SOCIAL AND ECONOMIC ASSESSMENT STUDY
GREATER COUNTY OF ATHABASCA
TECHNICAL REPORT

PURPOSE/BACKGROUND

Athabasca University will be moving to the Greater County of Athabasca No. 12 in 1984. The concern is to manage in a orderly, humane, and efficient manner the range of impacts to the community. The research consists of the following steps:

a) collect up-to-date statistics on all the social, economic, and infrastructure functions affecting the Greater County of Athabasca area;

b) analyze this data in such a way as to highlight trends, projections, and the inter-relatedness of factors; and

c) provide this information in graphic and usable form to all citizens and agencies concerned.

METHODOLOGY

Final report itemizes the following steps:

1. Review meetings with the Assessment Committee.

2. Collection and analysis of secondary data.

3. A questionnaire survey mailed to every household in the Greater County of Athabasca area.

4. Interviews with community leaders.

5. Analysis of historical trends and projections to 1986 and beyond.

6. A comparison of the 'with' and 'without' University situation.

PRINCIPLES FINDINGS

Description of the University project and its capital costs:

Staffing - 221 staff employed 1982/83; grow to 338 by 1986/87.

Building - building provides the administrative headquarters for the University. Cost estimates for a building of 13,900 m^2 were $20.8 million, April/82.

Timetable - construction to start September 1981; University fully operational by September 1, 1984.

Place of Residence of Work Force - Permanent staff of University probably to reside in the Town of Athabasca, County of Athabasca, and Village of Boyle.

Environmental Impact - the University is regarded as a "clean" industry with little negative environmental impact.

Construction Work Force - an influx of workers have been excluded from the population projections. The construction work force is estimated at 280 in 1983/84 and 190 in 1985. Construction of Athabasca University may be delayed until Spring 1983. Hospital construction should begin in the fall of 1982. The estimated peak years for construction are 1983/84/85.

1. Demographics

Survey Respondents Demographic Characteristics - 19 survey respondents were split between male/female fairly evenly. In both the Town and County the 20-40 age group was over-represented, 41-60 age group was under-represented. The over 60 age group in all areas was well represented. The respondents were predominantly Canadian, Ukranian, and British. The majority of household heads were married.

Population Projections - were completed using a 5-year cohort survival model, by sex, two projections were made:

1. No major development in the area; the following annual growth rates were used to predict total population for each year:

County of Athabasca	0.63%
Town of Athabasca	0.00%
Village of Boyle	3.01%

2. When Athabasca University moves to the Town of Athabasca, the above population projections were used and the effect of the University was superimposed on them. The net impact is the net increment of jobs to be filled. The effect of the University on the population of the total area is +1,226 in 1986 and 2,481 in 1991.

2. Education

Schools - By September 1982, the County of Athabasca Board of Education will have complete responsibility for the education of children aged 5-18 in the County. In 1981 the Board administered seven schools throughout the County.

Education Level of Population - In all three municipalities the majority of individuals over 15 have not completed high school. The trend appears to be towards individuals attaining a higher level of formal education.

1986 Education Level of Population over 15 - The average community resident will have a slightly higher level of education with the University when compared to them without the University scenario.

1986 and 1991 Projected Enrollment With and Without Athabasca University - Either with or without Athabasca University, existing facilities should have sufficient capacity to handle the potential enrollment.

Program Requirements - With the University presence, an additional demand may develop for courses which tend to be associated with an "academic" community; e.g., French immersion, cultural, and performing arts.

3. Health

Hospitals - There are two hospitals in the County of Athabasca, the Boyle General and the Athabasca Municipal. For both hospitals in the County, a significant number of residents go to other hospitals. The majority of survey respondents used Edmonton for their specialist requirements and their local area for family doctor, dentist, chiropractor, and hospital. A need for more doctors in the area was also indicated.

Senior Citizen Facilities - There are five facilities in the area providing accommodation for the elderly, with the majority located in Athabasca. For some, relocation could be a fairly traumatic event.

Public Health Unit - Provided by Athabasca Health Unit No. 18. Programs appear to be covering all age groups at the time and not focussing on children. The Health Unit has been continuously enlarging its staff. The programs most commonly used were: infant immunizations; dental program/cleaning; and health service unit.

1986 With and Without Athabasca University - The demand for services is expected to be larger in both Athabasca and rural areas with the University. Sufficient hospital beds should be available in the area whether with or without Athabasca University. Without; an aging population requires more long term type of care. With; a younger population requires services for pregnancy, delivery, and related complications. Also a larger student population and group of children under 5 will place more demand on the Health Unit.

4. Leisure Services

Summary - The only areas that will likely require upgrading or the provision of extra services to meet the new demand as a result of the University are:

- more tennis courts
- outdoor recreation (especially camping and trails)

The characteristics of the new population will likely require:

- greater variety of movies and theatre
- more movies and theatre offered
- higher standard of development for the golf course(s)
- more program hours available for both the pool and arena

5. Law Enforcement, Courts

R.C.M.P. Service - The R.C.M.P. have detachments in Boyle and Athabasca. Larger facilities are urgently required in Athabasca. In all these areas, over 50 percent of crimes relate to property types. From looking at the projected population with the University, the R.C.M.P. felt that the impact would be insignificant. Without the University no significant changes are expected.

Courts - Provincial Court is held in both Athabasca and Boyle. Athabasca court facilities are being improved and expanded to double the capacity. With the University, the court caseload will probably increase when construction work forces are large. With or without an increase court sessions will be required due to current backlog of cases.

6. Municipal Services

TOWN OF ATHABASCA:

Water Treatment Plant - plant renovations allow effective service to 3500 people.

Water Supply and Storage Facilities - The system is designed to serve 3500 people in the town. Additional capacity required on West Hill, site of University.

Comparison of With and Without the University Water Supply - Without the University, the system probably would have been adequate to the year 2000. With the University, additional capacity should be explored in the early 1990's.

Fire - Plans have been made to buy a third truck in 1983 and to build a new fire hall in 1985.

Fire Services in 1986, With and Without the University - Current expansion should be adequate, but the fire department should have a full briefing and ready access to the new building.

BOYLE:

Water - The new pump house facilities are adequate to serve 1500 people. Plans are underway for a new independent network to serve the area above the 2130 foot contour.

Sewage - The systems are now designed to handle a population of 1500. Boyle is not expected to reach this size either with or without the University.

Fire - The growth expected in Boyle as a result of the University move will not have a significant impact on the fire department.

Fire Services for the County of Athabasca:

Current Services:

- 1957 fire truck covers 24 km area of Athabasca
- 1980 county truck covers Boyle area
- 14 volunteeers and 1980 1000 gallon truck covers Grassland area
- 20 volunteers and 1976 1000 gallon truck cover Colinton area
- 12 volunteers and 1975 1000 gallon truck cover Rochester area
- 1953 1000 gallon truck cover Richmond Park

The new equipment and facilities planned for the Town should also be used to augment service to the area in the County which will experience the major impact from the University. Of particular importance will be service to Baptiste Lake and Island Lake.

7. Accommodation

ATHABASCA:

Multiple family housing has become a more common dwelling unit due to its affordability. Athabasca has a very low vacancy rate of 2 percent presently. Alberta Housing Corporation is developing Cornwall Place and once completed will provide 238 new units. Liknes Subdivision will provide 20 serviced lots to the town. Without the University additions to the housing stock are only likely to be for replacement of existing stock. With the University there could be a shortage of 33 dwelling units by 1986 if no further subdivisions are approved. A high demand for rental accommodation may also exist.

BOYLE:

If Alberta Housing Corporation develops their land, an additional 20 lots could meet future demand until 1986. The projected shortage is 13 lots if the University relocates.

COUNTY OF ATHABASCA

Since the County is predominantly rural, most accommodation types are single family and mobile homes. Two new subdivisions 5 km south of the Town of Athabasca will provide 110 lots once they are completed and services to County standards. Rural residential lots would be sufficient to the year 2000 without the University. With relocation, additional lots may not be required until 1991.

Contractors and Trades Availability - With the development of the University, the contractors in the area will be able to meet the demand. There will be a greater shortage of local trades personnel. Without the University the existing local supply would have been sufficient.

8. Social Services

Alberta Social Services and Community Health - No significant changes were expected without Athabasca University. With the University the office would have an increased reservoir of relevant professional services available because of the larger population base. At least one additional staff member would be needed.

Family and Community Support Services - Growth in the young work force population with the University will lead to an increased emphasis on the personal growth area.

9. Agriculture, Industry, Tourism and Trade

Retail and Service Trade - The town of Athabasca is the major centre in the County with a wide variety of retail establishments and other businesses.

1986 Retail Configurations - 1986 emphasis should be on improved quality, variety, and service. With University expansion, there may be new store openings or re-positioning of existing stores. The 60,000 sq. foot Gross Leasable Area mall would more than satisfy any additional demand for retail expansion.

Industries - Very little industrial development has taken place up to this point. Seventeen out of 85 lots registered for industrial use are totally serviced at the present time in the Town of Athabasca.

- 75 percent of the marketable natural gas reserves are available for production.
- The County has very little in terms of oil resources. Heavy oil sands are located in the Wabasca-Desmarais area.
- A planer mill by Boyle is the only forest related industry in the area.
- No significant coal deposits exist which could be developed.
- Peat extraction is possible depending on economics.

Agriculture - The trend has been for an increase in the size of farming operations and a decrease in farm population. From the survey, 65 percent of the respondents live on a farm. The loss of useable farmland would be less than 1 percent due to development stimulated by relocation of the University.

Tourism - The study area has a wide variety of natural resources that draw primarily regional tourists. Without the University tourism would increase at a moderate rate. It is unlikely that the University will create extra demands on the tourism base.

10. Spiritual Services

Current Situation - 43.5 percent are Protestant, 27.5 percent are Catholic. A wide variety of "other" affiliations exist in the area. Without major developments no major changes are expected to occur. Churches could experience an increase in membership with the relocation of Athabasca University. Initially immigrants may not use the facilities but over time they might develop habits similar to local residents.

11. Transportation

Without the University the addition of roads will be 3.6 km between 1981 and 1986. With the University the addition will be 8.4 km, almost double what has developed between 1976 and 1981. With or without the University more planning and some remedial action is needed to ease the parking situation in downtown Athabasca.

12. Communication

The Athabasca Echo newspaper should have little difficulty in serving a larger circulation base than its present 5,500. The Post Office in Athabasca will be forecasting the future requirements and seeking the approvals required in order to handle the demands with University relocation. AGT has been working with Athabasca University on their requirements for telecommunications. AGT has planning for the move and exhaust dates reflect an increase in population due to the move.

13. Quality of Life

Residents were asked to indicate if they felt the University would have a positive or negative effect on the quality of life in their area. A generally positive attitude is noteable in the County and Town while the lack of negative feelings is evident throughout.

14. Employment

Without any major developments, a continuation of the shift out of agriculture was expected. The University staff will increase the education services employment and in 1986 expects to employ 338 individuals. This will make the University the major employer in the area.

Of the respondents interested in employment at the University, 75 percent live within 32 km of Athabasca.

15. Municipal Finance

Without the relocation of Athabasca University the tax base will be relatively stable and major expenditures are not expected to be required.

With the University all three municipalities will experience a faster growth rate. As a result, the tax base will be expanded due to more residences and commercial development. With an expanded population also comes a demand for additional services and facilites resulting in increases in expenditures. Municipal services either in place or planned for will be adequate to service the expanded population. However, in Athabasca, by 1986, the municipal payroll could potentially double. This may have a significant impact on the financial situation of the Town.

If a close watch on revenue and expenditures is maintained and if proper policies are in place for new development, the University should not have an unfavourable affect on municipal finances.

16. Volunteer Organizations

With or without the University, new organizations will be formed if a need arises. Some of the existing organizations which are common across the country (Lions Club, Kinsmen, Legion) will most likely have new members. The agriculturally oriented organizations would be less likely to experience growth.

17. Local Government Structure

With or without the location of the University, the increase in population in Boyle is not sufficient to warrant a major expansion of services. The village of Boyle's government structure is not likely to change.

With the University, the Town of Athabasca is expected to grow from 1700 in 1981 to 2600 in 1986. This increase could result in 25 additional paid positions by the Town. This is almost double what is currently paid by the Town, resulting in an increase in municipal expenditures.

With or without Athabasca University major changes to the County's organization are not anticipated.

18. Summary Note: Attitudes, Aspirations, and Reactions

While some dislocations and frictions are inevitable, the process of relocating Athabasca University will be a positive, harmonious one with considerable net social benefit to the Community.

SUMMARY OF PRINCIPAL IMPLICATIONS

As taken from the Greater County of Athabasca Area, Program Report, June 1982, Woods Gordon

- need to develop strategy to deal with integration of new residents in community.
- Recommend formation of Impact Management Group to co-ordinate management program.
- Needed to examine accommodation requirements for construction work force.
- Population projections used suggests the area will have an additional 1200 people by 1986 and 2500 by 1991.
- Since population is the fundamental base for the impact assessment the projections should be redone as soon as detailed 1981 census results become available.
- No new additional classroom capacity need by 1986 or 1991.
- Curriculum needs study should be carried out.
- Health Unit role will be emphasized and program should be reoriented somewhat to serve new population.
- Need to develop new tennis courts, improve golf course, improve outdoor recreation areas, provide for full-time director for Theatre/Performing Arts Centre.

- Need to increase frequency of court hearings in Athabasca.
- Athabasca RCMP offices currently overcrowded in Athabasca will have additional burden.
- Peak construction work force of 400 suggests need for additional policing during 1983-84.
- Rural Residential development in County, in area close to Town may increase service burden for County (fire, roads).
- Town of Athabasca has or will have sufficient municipal services for 1986 and 1991.
- Plans in place for housing/accommodation indicate sufficient services land will be available.
- The mix of housing/accommodation required is currently unknown but it is likely that rental accommodation will be in short supply.
- Pressure on rural residential areas within commuting distance of town is likely to be high.
- Need for additional assistance in social service area during peak construction period.
- Need for additional social service staff to serve increased population.
- Additional population will provide additional retail oportunities in order of 20,000 to 30,000 sq. feet, gross leasable area by 1986.
- Decreasing relative role of Agriculture in employment in area.

- Every 100 University jobs will generate approximately 60 additional service sector jobs.

- University will become major employer in Town and the Town may become known as "University Town."

- Improved parking and truck route by-pass will become priority in transportation area.

- Need for establishment of working group to deal with management of impact of large construction work force.

- Increased opportunity for employment of second income earners and for off-farm work.

- Need for University to identify a supportive role in community affairs.

- Town should examine its financial resources over period of boom.

- Town should continually review the requirements for increased staff to serve the expanded population, particularly during the 1983-85 period.

The following is a summary prepared by the
Northern Development Branch
of

Review of Adult Education and Training in Northern Alberta

Authored by: RMC Resource Management Consultants (Alberta) Ltd.
Edmonton, Alberta
May, 1982

Sponsored by The Northern Alberta Development Council

A REVIEW OF ADULT EDUCATION AND TRAINING IN NORTHERN ALBERTA

BACKGROUND AND PURPOSE OF STUDY

In 1975 and later 1979, the Northern Alberta Development Council established, and then re-affirmed, Education as one of its areas of interest in its efforts to advance the development of northern Alberta. To this end, the Council commissioned a series of studies as a preliminary step towards a comprehensive review of adult education. In August 1980 the Council adopted the following motion:

> "That based on results of past studies and preliminary results of ongoing research relating to manpower and educational needs, that the Northern Alberta Development Branch staff requested to begin an extensive study of the entire training/adult education system in northern Alberta with the possibility of conducting a workshp to review major research findings in the spring of 1982".

This study was commissioned by the Northern Development Branch of the Council in May 1981. It respresents a partial response to the Council's motion. The study will form a major input into the workshop on adult education training in northern Alberta being planned by Northern Alberta Development Council staff for June 1982.

OBJECTIVES

The objectives of the study are as follows:

To develop models of structure for adult education and training which will speak to the needs of northern Alberta for the immediate future, for the next five and for the next ten years. The models will be based on the following elements:

1. A review of the adult educational programs and the vocational and academic education in northern Alberta in both public institutions and private industry.

2. A description of the educational training needs for adult education, vocational training programs in northern Alberta.

3. An assessment of the strengths and weaknesses of the adult education system in the Northern Alberta Development Council area, listing the problems and feasible alternatives for improvement as well as evaluating the impact of the existing forms of basic education and upon adult education.

4. Comparison of the degree to which the adult education and training needs are being met in the various sub-regions within the Northern Alberta Development Council area, and if possible to compare the findings to the rest of Alberta and to other provinces.

In short, the study was to establish:

- WHAT WE HAVE NOW
- HOW WELL DOES IT WORK
- WHAT WILL WE REQUIRE

PRINCIPAL FINDINGS

The study methodology was based on strategic planning, which is a process of affirming or re-affirming system-wide goals and the general means by which they may be achieved. The findings were:

Data Base and Relative Standing

A large number of courses/programs are available to serve clients in the area through a broad range of public, private, government and agency institutions. The study area is generously endowed with institutional resources, having only 10 percent of the population of Alberta, yet 40 percent of its public colleges and 50 percent of its Vocational Centres. Excluding the two Institutes of Technology in Edmonton and Calgary (NAIT and SAIT), 42 percent of all funds for provincially administered institutions were spent in the study area, which has only 28 percent of the student registrations for provincially administered institutions, again excluding NAIT and SAIT (1979-80).

When only public colleges are considered, 31 percent of all operating funds went to the study area, although FTE enrolment accounted for only 15 percent of the total in the same year. Cost per full time equivalent are substantially higher for study area colleges than others, ranging from $6,000 to $13,000 per FTE compared to other colleges outside the area at around $4,000 per FTE. The cost differences are attributable to distance, climate, type of programming, as well as scale of operation factors.

Current System Strengths

- AVAILABILITY of a broad range of services and programs throughout the study area.

- SUCCESSFUL preparation of students for the job market, according to employer comments.

- PUBLIC PARTICIPATION in program development and monitoring through the involvement of individuals, often with special expertise from outside the system on adivsory and governing bodies.

- FUNDING commitments at levels higher than provincial averages by the province through Alberta Advanced Education and Manpower.

- HUMAN RESOURCE capacity of the north, in terms of community strengths and interest on the part of residents in making the study area more habitable by having services in all areas available locally.

Current System Weaknesses

- Programming in the area of Native Education.

- Locally available, relevant programming especially Vocational/Trades Training.

- Off Campus Programming. Remote Area facilities in Northwest and Northeast.

- Information on Education/Training opportunities at the community and individual counselling levels.

- Supportive elements, particularly development of culturally sensitive approaches to training native people, and concurrent efforts to increase job opportunities in small communities.

- Day Care Centres to encourage more participation by women, student housing.
- A major problem requiring long term action is improvement of the outputs of the K-12 basic system.
- Training allowances.
- Retention of qualified staff.
- Agency funding.
- System structure requires definition development and coordination, and establishment and/or enhancement of planning and needs assessment capabilities.

Special Problems

The special problems of the system are to adequately provide education and training to Natives and to respond to mega-project induced growth at such time as one or more of the proposed projects in the area proceeds. A special externally generated problem is associated with the extra efforts required by the system to upgrade adults inadequately prepared for further education by the K-12 basic system.

Constraints and Opportunities

Constraints	Opportunities for Development
GEOGRAPHY	Delivery system development, especially Distance Education Technologies and techniques to increase accessibility.
ECONOMICS OF SMALL COMMUNITIES	Programming which concentrates on cottage industries reflecting local talents, (crafts, arts, farming, etc.): small business development and management, agricultural workers, etc.
CULTURAL BARRIERS	Cross cultural programming to help tap the vast source of human potential and under-utilized labour resources represented by Natives which would help reduce future labour shortages.
LIMITED PREDICTABILITY OF TIMING OF MAJOR ECONOMIC DEVELOPMENT	Current indications are that mega project development is not imminent. This creates a special opportunity for building up planning and management capability, and learning about Distance Education, to better respond to short and intermediate term needs, including the capacity to quickly respond to mega-project requirements, should they arise.
JURISDICTIONAL FACTORS AFFECTING NATIVE EDUCATION	Initiatives involving goodwill between provincial and federal governments, special incentive and matching grant programs involving Natives, the provincial government, educational agencies and employers.

Needs are displayed over 5 and 10 year planning horizons in Table 3.9 according to five broad areas.

I. Strengthen Areas of Current Weakness

II. Provide Programming to meet Normal Growth Requirements

III. Adapt Programming and Delivery to Expected Trends

IV. Respond to Special Demands/Challenges generated by Future Trends

V. Provide Programming to meet Mega-Project Generated Demands

The complete tables can be found on pages 6-11 of the study.

STRATEGIC RECOMMENDATIONS

Whereas the previous sections identified the nature of the existing system, this section establishes the nature of the future system in terms of basic aims and goals, and then presents a set of strategies which form the general means by which the planning gap between where we are and where we wish to be can be bridged.

Proposed AETNA System Goal Structure

SYSTEM AIM	TO PROVIDE HIGH QUALITY, EFFECTIVE, EMPLOYMENT ORIENTED EDUCATION AND TRAINING SERVICES TO MEET THE NEEDS OF ADULTS IN NORTHERN ALBERTA, WITH AVAILABILITY AND ACCESSIBILITY OF SUCH SERVICES COMPARABLE THROUGHOUT THE AREA, AND COMPARABLE TO OTHER PARTS OF THE PROVINCE.

Proposed AETNA System Goal Structure (cont'd)

GOAL 1	Northern Participation
GOAL 2	Sector Coordination and Involvement
GOAL 3	Assurance of Basic Level of Education
GOAL 4	Relevancy of Programming
GOAL 5	Cultural Sensitivity
GOAL 6	Communiciation of Information on Education and Training Opportunities
GOAL 7	Adequate Resource Allocation and Development
GOAL 8	System Development, Coordination and Planning
GOAL 9	Implementation to Meet Identified Needs

The recommended strategies for discussion, and subsequent elaboration into local and system wide operational plans are:

Overall System Strategies

STRATEGY 1 Concentrate primary system efforts on current programming using existing system structure and resources, and direct future effort to providing programming to meet normal growth needs according to priorities of Table 4.1.

STRATEGY 2 Direct existing system energies and efforts to improving systems performance by strengthening areas of weakness according to priorities in Table 4.2.

STRATEGY 3 Take advantage of the opportunity, presented by a decreased pressure for responding to mega-project generated needs, to build up capability and understanding regarding:

* Management Systems including information systems, financial and accounting systems, accountability mechanisms.

* Planning and Needs analysis capability.

* Distance Education technologies, their characteristics, limitations, and effective use.

STRATEGY 4 Policy liaison and initiatives be initiated, with the intent of maximizing Native peoples' access to funding and authority over education and training on reserves for adults, and to facilitate access to existing programs in the north by individual students. These initiatives should explore and achieve definitive action commitments involving:

* Relevant job opportunities and related educational needs.

* Cooperative efforts to facilitate access and delivery between Native Albertans, Federal and Provincial Governments, local industry, relevant local delivery agencies, Distance Education agencies.

- Financial incentives, including matching grants, to employers sponsoring the education of Native students, and to individual institutions if appropriate.

- Associated job creation opportunities to ensure students make use of their education.

STRATEGY 5 Develop specific geographic boundaries identifying primary catchment areas for individual adult education and training institutions. These should reflect existing use and natural trading patterns of local areas.

The purpose of these boundaries would be to establish primary jurisdictions for program development, recognizing that certain expensive programs may serve more than one area, and duplication in neighbouring areas for certain programs may be appropriate.

STRATEGY 6 Establish a task force to explore the potential of providing federal or provincial grants for training directly to industry, given the perspective of the needs and interests of northern Albertans.

STRATEGY 7 All delivery agencies including Alberta Advanced Education and Manpwoer, ACCESS, and the Consortia develop formal role statements outlining their desired roles and mandates regarding:

* delivery and its initiation.
* needs assessment and planning.
* monitoring and control.
* funding.

Upon formulation, Alberta Advanced Education and Manpower should develop a consultative process to reconcile these roles in a flexible yet realistic way.

STRATEGY 8 Alberta Advanced Education and Manpower should evolve into a definite role which includes:

* administration of legislation
* program and facility approvals
* funding of operating and capital costs
* system level strategic planning
* policy development

The Department should gradually relinquish its role as a direct delivery agent and replace it with the role of initiating change and improvements.

STRATEGY 9 Alberta Advanced Education and Manpower established a practice of formulating yearly strategic planning papers for the province as a whole, and its specific geographic sections, of which northern Alberta should be a prime example. These papers should be distributed to each delivery agency annually and include information on:

* demographic forecasts and trends
* economic trends
* participation rates

- labour force requirements
- new policy directions
- other trends and issues

STRATEGY 10 Incentive structure should be developed at the provincial level to facilitate the growth and availability of planning and management capability for local agencies.

STRATEGY 11 Develop a commitment to local governance and explore the viability of its implementation in the following ways:

- The Alberta Vocational Centres at Lac La Biche and Grouard be considered for board-governed status, and become two year Community Colleges.

- The Community Vocational Centres, Career Centres, Opportunity Corps and other provincially administered programs must be given greater autonomy for decision-making through the establishment of recognized advisory committees with defined responsibilities for local decision-making and hence accountability.

- All institutions and programs must be given the resources to establish local advisory committees, comprised of representatives of the communities served by the programs.

- The existing consortia, which have shown great promise, be assisted in carrying out their mandates. Consideration must be given to expanding the concept to other northern regions, such as the north-central region (Slave Lake, Wabasca, Calling Lake, etc.) and the north-east region (Fort McMurray, La La Biche, Bonnyville, Cold Lake).

- The development of local advisory committees and/or boards, including representation from the K-12 system, in order to facilitate communication between the two systems and to provide a bridge for cooperative training programming.

- Appointment of Board members includes Natives, both status and non-status, and Metis in a meaningful way.

STRATEGY 12 Explore the feasibility of formal regionalization, in particular, considering the following:

- AVC Lac La Biche become a satellite of Lakeland College, with a continuing mandate to serve the training needs of Native people throughout the Lakeland service region as well as serving its immediate region.

- AVC Grouard become a satellite of Grande Prairie Regional College, with a similar mandate to serve Native people within the Grande Prairie Regional College service area as well as needs of others within the immediate Slave Lake region.

- The Community Vocational Centres and Opportunity Corps be amalgamated and the new organization have an expanded mandate to become a mobile training unit serving the basic training needs of remote communities throughout the North. This new entity would build on existing linkages and would take on responsibility for delivery of basic modules of apprenticeship and skill training in remote communities, potentially avoiding duplication, and facilitating the combination of resources and expertise.

- Appointment of Board members to necessarily include representation from the remote Native and Metis communities.

- Fairview College to continue its work currently with the Mackenzie North Project, providing regional programming to the northwestern corner of the province, including such communities as High Level and Fort Vermilion, through such facilities as may be appropriate.

STRATEGY 13 Explore the development of a Consortium for Northern Native Education.

STRATEGY 14 Review funding levels and approaches to programs/institutions in the North, in the light of northern realities, system structure changes and with a view to creating incentives which enhance and encourage local governance and regionalization.

Strategies Specific to Programming

STRATEGY 15 Review, adjust and specify programming priorities on a local need basis, using Table 4.1 data as a starting point.

STRATEGY 16 Continue monitoring economic developments, particularly potential go-ahead mega-projects, and alert the system to mobilize its resources as early as possible when the need arises.

STRATEGY 17 Subject to specific indications of short and intermediate local needs and requirements generated by normal growth, institutions and agencies should continue programming at current levels, but not develop resources to expand them.

Delivery Strategies

STRATEGY 18 Develop the concept of the adult community learning centre over the next two years, establishing pilot projects associated with existing facilities (e.g., community schools). In the period 1986-1991 expand the concept to cover most centres in the area.

STRATEGY 19 Advanced Education and Manpower to initiate a major funded project, involving representatives of ACCESS and Native representatives, and the post-secondary institutions serving the study area, to develop a comprehensive plan to practically exploit existing telecommunication and computer-based teaching technologies, in the interests of maximizing access to adult education and training for all northern Albertans. This project and the implementation of the resultant plan should have high priority at Advanced Education and Manpower.

STRATEGY 20 In consultation with the Native communities in the study area, develop two pilot projects to 1986, and then pursue further extention of this mode if found effective.

STRATEGY 21 Explore opportunities and develop incentives for industry and institutions to further the on-the-job training as a delivery mechanism, particularly in high priority programming areas of Table 4.1.

STRATEGY 22 Review the concept of the "community" college, and the means by which each delivers services, with the intent to respond more directly to individual needs of adult learners in their communities.

STRATEGY 23 Draw up pro forma cost and human and facility resource implications for representative sizes of operations for each of the delivery approaches, to develop a better understanding of implications prior to implementation, and make these available on request to communities to act as a starting point for discussion of how to develop desired approaches.

STRATEGY 24 Review funding approaches and formula levels with the intent of encouraging innovation and diversity of approaches to delivery.

STRATEGY 25 A system wide policy should require the formulation and meaningful implementation of a full range of advisory committees to each institution and program. The advisory committees should comprise of representatives of the local community with special interests and/or relevant expertise, including Native representatives. The mandate of these committees should be to assist the administration and management of each program/institution to ensure relevancy and effectiveness in delivery and efficiency in the use of resources.

CONCLUSION

This Review of Adult Education and Training in Northern Alberta represents a first "cut" at identifying system needs and future directions.

As such, it will form the basis for a major discussion on the same topic at a proposed workshop of invited system stakeholders, in June 1982.

The results of the study are intended to be a beginning rather than an end, providing the basis for future system, and local level operational planning, thereby encouraging goal congruency between deliverers of services and enhancing system effectiveness.

The following is a summary prepared by the
Northern Development Branch
of

Community Imapct Assessment Handbook

Authored by: Northern Development Branch
Peace River

and

Levy-Coughlin Partnership
Calgary, Alberta

June, 1982

Sponsored by the Northern Alberta Development Council

COMMUNITY IMPACT ASSESSMENT HANDBOOK

PURPOSE OF THE STUDY

The Northern Alberta Development Council would like to present this handbook to the residents of northern Alberta with the view that it will assist them in their local decision making processes and future community development.

BACKGROUND

Grande Prairie, Grande Cache, Athabasca, and Slave Lake who have experienced or are about to experience the socio-economic pressures and disheavals of rapid sudden population increases, have recently conducted Community Impact Assessment Studies. These studies have proven to be useful in assessing the present needs of the communities and in identifying future directions for development. Levy-Coughlin Partnership Social Research and Management Consultants produced "A Community Impact Assessment Primer" as a guide for doing impact studies.

PRINCIPLE FINDINGS

What is CIA?

- The ultimate goal of CIA is impact management: the ability to plan for changes before they occur, so that the community is able to cope with changes when they do occur. CIA as directive assessment looks toward the future, investigating the ways in which change can be controlled and managed in order to encourage the positive aspect of change and minimize the negative ones. Change in a low or in a social or economic policy can have significant impact on a community, and is fair game for CIA.

- The handbook focuses on natural resource development for two reasons: 1) they are the most common reason for rapid and drastic change in northern Alberta, and 2) the most experience with impact assessment has been in the realm of energy and natural resource development.

- A set of developments, each one having relatively minor impact, may have a major impact as a group. There doesn't have to be one major development in order to justify proposing an impact assessment. The proponent of developments that can cause change in the community may be private industry, local government, a voluntary organization or a senior government. Just because the proponent(s) of a development do not intend to cause certain changes, does not mean the changes will always be bad.

- Forecasting is a matter of anticipating possibilities and probabilities about the future. The healthiest approach to prediction includes a realistically skeptical mind. A useful and directive CIA includes evaluation along with forecasting. An essential component of CIA is the careful consideration of the positive and negative aspects of changes from the viewpoint(s) of the community.

- CIA is controlled by the community, although the community may involve outside interests in the process.

CIA in Your Community

- Community Impact Assessment begins when members of the community perceive that a change will be affecting the usual processes that occur in the communtiy. Most commonly the expected changes are due to population growth. In the most common situation, CIA begins because of a community's concern with how it will cope with growth.

- CIA is something which requires broadly based local involvement.

- A temporary steering committee will set the process in motion by publicizing the concern widely. If there is interest after formally presenting the concern, a permanent steering committee should be formed. The committe should be broadly based with membership from all segments of the community. Actively seek the involvement of people with minority opinons at the outset.

- A two-tiered organization structure is recommended. The top tier is the steering committee that oversees and coordinates the CIA. The second tier is a larger organization composed of as many people in the community as possible. For major decisions, the whole organization should be involved.

Setting a Clear Course

- Developing written objectives that are democratically generated, realistic and that provide a sturdy foundation for choosing courses of action is one of the most crucial steps in planning impact assessment. If the community members do not have a strong belief in the group's objectives, they will be apathetic toward the group. Achieving consensus is the key. Strong group agreement on objectives is a powerful force. When the group really agrees on an objective, the group feels like a cohesive unit. Individuals will want to work to see the goal accomplished and they will want to retain membership in the group. Significant discussion and disagreement within the group is all part of the process.

What Do We Study in a CIA?

- To know what to research the potential areas of impact must be identified. Due to limits on time and money, priorities must be set. Using the community's own knowledge of itself coupled with supplementary information about the experiences of other communities will help in identifying possible impacts.

- A community profile is a document that breaks down information, usually statistical, about the community's population, facilities, services, businesses, local government, financial status, etc. A "scoping" procedure rather than a detailed community profile is recommended for beginning an impact assessment.

Scoping

- Scoping is setting the boundaries of CIA. The technique involves determining the particular issues and the depth of coverage for each issue, planning the timing of the CIA and allocating work responsibilities. Scoping makes use of local knowledge and opinions in a positive, productive way.

- One scoping technique consists of: 1) Brainstorming, brainwriting and/or Delphi; 2) discussion, and 3) formulation of research objectives and workplan.

  The key to brainstorming is to generate as many ideas as possible. The results are just raw material and should be used later to develop objectives. Brainwriting is written communication between group members instead of spoken. Delphi uses a panel of experts (community people) anonymous to one another, who answer a series of written questionnaires.

- Checklists should stimulate the brainstorming participants to think broadly about possible community impacts. The checklists should be used to cross reference and formulate questions. Ideally, all possible areas of impact will be identified before any terms of reference for CIA studies are developed.

- Checklist: Who will be affected: people, special interest groups, community organizations and systems, natural environment, and intangibles.

Brainstorming - Step 1

- The idea is to generate heaps of information which will be whittled down later. The biggest danger in the scoping process is possibly overlooking a major impact. Participants should be encouraged to think of indirect impacts as well as direct impacts ("impact chains").

Discussion - Step 2

- Discussion is the time when conflicting ideas from the brainstorming session are debated, and when every idea is subject to close scrutiny. The results of the discussion should be the raw materials for a "first approximation" impact assessment. A written summary or outline of the "first approximation" is very useful. However, there will be "holes" in the first approximation impact assessment. Instead of a community profile, the results of the approximation will be the foundation for developing a CIA workplan.

Checklist - Possible types of impact:

1. Demographic (population) change
2. Economic
3. Housing
4. Political
5. Socio-Psychological
6. Business Sector
7. Administration of Local Government
8. Community Facility and Service Needs for Special Services

Formulation of Research Objectives and Workplans - Step 3

- The culmination of the scoping process is a tight set of research objectives that leads to a detailed workplan for conducting a CIA. In a comprehenisve CIA, the ideal objectives would address:

  1. Research that confirms (or disapproves) current knowledge about community impacts.

  2. Research that fills in the gaps in beliefs about what impacts are likely to occur.

  3. Evaluations of the importance of forecast impacts.

The Art of Objective Writing

- The ability to refine statements of objectives so that they mean the same thing to everyone and so that further down the line it will be possible to assess the degree to which the objectives have been accomplished. The acid test of a well-written objective is its measurability. An important consideration in creating measurable objectives is the actual choice of words. The two important aspects of word choice are concreteness and uniform definitions, both are inter-related.

- An alternate way to refine the original objective is to explicitly define the unclear terms. Objectives should be accompanied by deadlines and assignment of responsibility. By assigning responsibility, there is one person who expects to see to it that the job gets done.

- The final and most critical aspect of developing objectives is the degree to which individual members of the organization support each objective. In developing objectives every person should be aware that the organization's ultimate effectiveness will depend heavily on the degree to which all members support the objectives. A secret ballot is more likely to reflect true feelings of support than is a public show of hands.

- Once the community group has reached the point of completing the initial brainstorming session and identified objectives, a decision regarding the use of consultants is often made.

Consultants - Magicians or Shysters?

- Although consultants cannot work magic, they have training and experience that can enhance the quality of an impact assessment. But there are some aspects of impact asssessment that can be done as well as a consultant, and less expensively.

- The rule of thumb that consultants generally use is to bill the clients at 2.5 to 3.5 times the direct cost of the employee. In addition, consultants pass along the costs of direct expenses ("disbursements") to the client. Essentially, consultants exist for special projects, those projects for which clients normally do not have the manpower or expertise to undertake themselves.

- Hiring a consultant is only economical when there is not time to do a quality job with the available resources or when the issues are sensitive and require an independent perspective.

- Purchasing consulting services involve paying for the consulting firms profit and its overhead along with the direct cost of the work that is commissioned. The only "product" that a consulting firm has to offer is the work of its employees. So the only way that the firm can stay in business is to pass along all of these costs to the client via consulting per diems.

Using Consultants Effectively

There are three ways to use consultants effectively in CIA.

1. Process - A process consultant with expertise in a facilitating process can be employed on a short-term, one-time basis to conduct workshops to help break the impasse (confusion), or finding ways to regain momentum.

2. Advisor - In this case a consultant is used for his or her knowledge and experience to plan a strategy in an area that the community knows little or nothing about.

3. Researcher - The most expensive way is to employ a consultant to actually do the research. It is more cost-effective to determine certain aspects of the research that can be done internally, and only use the consultant for the most complex and technical aspects of the research.

Hiring a Consultant

- Never request proposals from consultants until clear, realistic, comprehensive unambiguous terms of reference have been developed. Checklist:

  1. Develop clear objectives for the consultant.
  2. Know priorities.
  3. Translate the objectives into clear research questions.
  4. Decide what it will take to answer questions, calculate the number of days it will require, and the expenses involved in carrying it out.

- Terms of Reference should include:

  - Statement of objectives for the study;
  - Detailed research questions;
  - Relevant background information about the community;
  - Methodological guidelines wherever there are suggestions, preferences or requirements; and
  - The name of one or more persons who can be contacted for further information.

- Terms of reference should clearly indicate the areas where the community will do the work and where the consultant alone is responsible. A background narrative, an organizational chart, a timeline, and a budget should also be included.

- Use a two-stage process to hire consultants. In the first stage find out about as many potential consultants as possible. Ask for a "Statement of Credentials" from the possible consultants. In the second stage, it is a courtesy both to the community and to the consulting industry to request proposals from no more than five firms. The steering committee should adjudicate the proposals. They should develop their adjudication criteria before the terms of reference were sent out.

- Ethics of hiring a consultant:
  - It is unethical to invite proposals if the community is not prepared to hire a consultant.
  - The proposals submitted are proprietary information.
- The bulk of the contract is usually composed of the original terms of reference and the winning proposal attached as Schedule A and Schedule B. It is most important that the consultant and the steering committee meet regularly to review the progress of the work and to ensure the terms of reference are being met to the satisfaction of all. It is utlimately in everyone's best interests to put all terms of agreement in a legal contract.

The Final Report

Once the final report is completed and the findings presented to the community, the Community Impact Assessment Report requires implementation. The CIA Organization should examine its organizational goals and objectives in light of the final report and decide how the findings and recommendations will be acted upon. Careful review and considerations of the findings and the development of alternate solutions to problem areas is the next step for the group and the community.

The following is a summary prepared by the
Northern Development Branch
of

Analysis of NADC Briefs, 1974-81

Authored by The Northern Development Branch
Peace River, Alberta
June, 1982

Sponsored by the Northern Alberta Development Council

ANALYSIS OF BRIEFS, 1974-81

BACKGROUND

As part of a major operational review during 1981/82, the Council initiated an indepth analysis of all the briefs received since its re-organization in 1973. During the slightly more than seven year period (January 1, 1974 to March 31, 1981), the Northern Alberta Development Council held 41 public meetings and received 585 briefs. The 585 briefs dealt with 801 issues which were followed up by the Council and staff.

PURPOSE

1. To determine the rate and level of success of past initiatives.
2. To define major areas or gaps that may require further follow-up or monitoring by the NADC.
3. To develop a statistical description of briefs by region, sponsor, and topic.
4. To determine the current and longer term status of issues raised in the briefs, and to further determine Council's response or follow-up activity to each issue.

METHODOLOGY

The brief analysis initially involved determining what types of organizations had submitted briefs, which regions the briefs originated from, and whether Council found them viable for further action. Each issue identified within the briefs was then analyzed by topic, initial response, type of Council action undertaken, and its current status as of December, 1981. Finally, significant characteristics were cross-referenced and further reviewed.

MAJOR FINDINGS

Originators

- an average of 14 briefs were received per meeting
- 45% of the briefs were submitted by community groups and organizations
- 21% of the briefs were submitted by municipal governments
- 16% of the briefs were submitted by agencies

Regions

- briefs originated from all across northern Alberta
- 20% originated from the Lac La Biche/St. Paul/Bonnyville region
- 15% originated from the High Prairie/Slave Lake region
- 14% originated from the High Level region

Viability

- generally, the Council accepted virtually all briefs as actionable or viable for further follow-up (91%)
- 6% were received for information purposes only
- 3% were deemed non-actionable

Topics

- an average of 1.5 issues were raised per brief
- the issues covered a wide range of topics and varied in detail and complexity
- 22% of the issues dealt with transportation
- 11% of the issues dealt with health or social services

- 11% of the issues dealt with utilities and water and sewer
- 10% of the issues dealt with recreation, parks and tourism
- 8% of the issues dealt with economic development
- 7% of the issues dealt with education

Initial Response

- 33% of the presenters received an initial response of "positive action"
- 38% of the presenters received an initial response of "under consideration"
- 29% of the presenters received an initial response of "negative"
- proportions tended to remain constant over the seven year period
- the success rate per issue was fairly uniform across all regions

Further Council Action

- 32% of the briefs received detailed NADC follow-up
- 68% of the briefs were circulated to government departments for comment and follow-up
- 44% of the briefs receiving further Council action involved a specific NADC recommendation to government
- 43% of the briefs receiving further Council action involved extensive NADC research and liaison activities
- 7% of the briefs receiving further Council action involved gap-filling grants
- the highest amount of follow-up activity occurred in the Lac La Biche/St. Paul/Bonnyville region (22%), High Level region (19%), Fort McMurray region (15%) and High Prairie/Slave Lake region (13%)

Current Status (December, 1981)

- issues receiving "positive action" increased to 60%
- "under consideration" issues declined to 10%
- issues receiving a "negative" response remained at 30%
- issues receiving positive action were fairly consistent across the regions
- 84% of the water and sewer issues received a positive response
- 70% of the transportation issues received a positive response
- 67% of the education, health and social services issues received a positive response
- in normal circulation of issues to various departments, 56% over time received a positive response
- where further Council action was undertaken, 71% eventual positive response was achieved.

The following is a summary prepared by the
Northern Development Branch
of

Slave Lake Community Growth Impact Study

Authored by: Hickling-Johnston Ltd.
Edmonton, Alberta
June, 1982

Sponsored by: The Northern Alberta Development Council
The Town of Slave Lake
Improvement District 17, and
Alberta Municipal Affairs

BACKGROUND AND PURPOSE

For the past 20 years, the Town of Slave Lake had been experiencing a population growth which reflected the vicissitudes of the resource-based regional economy. In the early part of the 1960s the Town saw rapid growth due to major developments in the forest industry. A decade later activities in the oil and forestry industries, and in transportation services, caused a substantial population growth. Government social development programming, especially through the coordinating agency, Human Resources Development Authority (HURDA), was also intensive, and a major development factor. However, by 1975 HURDA had been shut down (although many of their programs remained), the demand for forest products had fallen and problems had begun in the international oil market.

The population growth in the Town had been positive but during the 1970s there were four years (1973-77) when the annual average growth had declined to 80, from a yearly average for the decade of 227. During the period 1977-80, population growth had regained much of its earlier momentum, showing an annual increase of 256.

Given the recent and projected growth, the leaders of Slave Lake, organized into the Slave Lake Community Growth Impact Study Organization, decided to conduct a study on the possible effects of continued rapid growth.

METHODOLOGY

The Study Organization, assisted by Northern Development Branch staff, over a series of meetings devised terms of reference for the impact study. The topics selected for the study were: housing, education, trade and commerce, social services, health care, and municipal services. After consultants were selected to conduct research, two other study topics were identified: services and facilities for the disabled, and tourism development.

The consultants used three primary sources for data gathering: the literature and compiled statistics from local government and resource agencies, personal interviews with over 50 local leaders in the topic areas, and a questionnaire opinion survey of 200 randomly selected households. Population projections were created by measuring historic trends against expected economic activities.

PRINCIPAL FINDINGS/CONCLUSIONS

1. Population:

   - the population for Slave Lake is projected to be approximately 6,000 by 1990.

2. Education:

   - additional elementary (K-6) school space will be needed in the period 1982 to 1990;

   - by 1990 student populations are expected to be:

     Kindergarten - 145
     Grades 1 to 3 - 493
     Grades 3 to 8 - 845
     Grades 9 to 12 - 451;

   - there will be a need for apprenticeship training, academic upgrading and basic skills training for adults, and pre-vocational programs for high school students;

- student counselling services are currently inadequate and should be upgraded, especially for Grade 6 and 7 students;

- Slave Lake cannot afford to separate from High Prairie School Division.

3. Housing:

- a high proportion of housing in Slave Lake is rented accommodation (45%), which is typical of resource-based economies;

- the Town's Housing and Land Use Policy appears to be adequate for projected growth levels, but a larger availability of fully serviced lots is required to offset excessive demand and higher prices (an additional 50 over the next few yars);

- accommodation for a transient population is required.

4. Trade and Commerce:

- Slave Lake has less retail outlets per capita than towns of similar size, has average per capita spending and, on average, takes in more cash receipts per outlet than retailers in towns of similar size;

- there is some opportunity for additional retail service outlets in Slave Lake.

5. Social Services:

- services are running at capacity; moderate population growth will create a need to add 1 or 2 professionals to each Social Services agency;

- an exception to the above is the shortage of manpower at AADAC and Native Counselling Services;
- interagency coordination is required.

6. Health Care:

- there is no shortage of doctors;
- there is some shortage of nurses;
- health care facilities are lacking, especially acute, auxiliary and extended care hospital beds;
- there is a need for increased physiotherapy, occupational therapy and dental hygiene services;
- there is need for more dentists.

7. Municipal Services:

- increased town office space is required;
- current jail cell capacity is inadequate:
- there may be a need for a full-time fire chief;
- more recreational facilities are needed, including camping sites; the public wants a swimming pool, but unable to afford it;
- the existing sewer and water system and the planned expansion, is adequate for current and projected population.

8. Services and facilities for the disabled:

   - new building construction in town incorporates access for the disabled;

   - there is a low awareness in town of the needs of the handicapped.

9. Tourism development:

   - Slave Lake has a natural environment and service infrastructure to support increased tourism;

   - planners and local leaders should consider the negative, social impact of tourism as well as the positive, economic impact.